

153  
INTERAGENCY COUNCIL ON THE HOMELESS  
AND THE DISTRICT OF COLUMBIA  
HOMELESS INITIATIVE

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Interagency Council on the Homeless...

HEARING  
BEFORE THE  
SUBCOMMITTEE ON  
HOUSING AND COMMUNITY DEVELOPMENT  
OF THE  
COMMITTEE ON BANKING, FINANCE AND  
URBAN AFFAIRS  
HOUSE OF REPRESENTATIVES  
ONE HUNDRED THIRD CONGRESS  
FIRST SESSION

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OCTOBER 26, 1993

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Printed for the use of the Committee on Banking, Finance and Urban Affairs

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# INTERAGENCY COUNCIL ON THE HOMELESS AND THE DISTRICT OF COLUMBIA HOMELESS INITIATIVE

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TUESDAY, OCTOBER 26, 1993

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON HOUSING  
AND COMMUNITY DEVELOPMENT,  
COMMITTEE ON BANKING, FINANCE AND URBAN AFFAIRS,  
*Washington, DC.*

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2128, Rayburn House Office Building, Hon. Henry B. Gonzalez [chairman of the subcommittee] presiding.

Present: Chairman Gonzalez, Representatives Vento, Roybal-Allard, and Castle.

Also present: Representative Frank.

Chairman GONZALEZ. This morning we have four witnesses that I want to thank in advance, and I am going to introduce to you: Ms. Marsha A. Martin; Mr. Mark E. Talisman; Ms. Nan P. Roman; and Mr. Vincent C. Gray.

This hearing is being called in order to assess the impact of the recent elimination of funding for the Interagency Council on the Homeless and to hear testimony on the District of Columbia Homeless Initiative. This hearing represents the Subcommittee on Housing and Community Development's longstanding effort to highlight the need to address homelessness. As a matter of fact, it was this subcommittee that first tried unsuccessfully for 4 years to bring to national attention the question of homelessness with the first hearing on December 15, 1982. Since then, this issue has had its ups and downs reflected in the news media as to the prevalency, the seriousness, and the acuteness of the homelessness crisis.

It hasn't abated, it continues to grow, but depending on the perception as reflected in the news-disseminating media, we on the legislative level are at the mercy of the vicissitudes and the whims of that kind of coverage and also the administration or the executive department's reactions.

When we had the first hearing at the homeless shelter—in 1984, in fact, on January 25—on Second Street, we had an excellent turnout; it was an all-day hearing. The shelter had over 1,100 persons right there that day, and we had witnesses from Governor Cuomo to the then mayor of DC, of Chicago, of Denver, and the like. The local press reported it very fully and vividly.

But the President the very next day—President Reagan, that is—said, well, any American who is homeless is homeless because he wants to be. Then 3 years later when the wheels of media re-



porting had increased in speed, then you had a big emergency, and we got the first, I think it was over \$150 or \$100 million. Then, of course, the rest is history.

The disarray continues. This subcommittee, as I have said and I will repeat, has been in the forefront of attempting to devise policy; that is our function. We are part of the only national policymaking body, and with the elimination of the funding in an arbitrary fashion—there were no hearings, as far as I know, in the Senate, nor in the House for that matter, on the appropriation—this interagency council was unfunded. So what we want to do is then ascertain—and we will have the administration's executive spokesman here later—just where we are now.

In the second part of the hearing we will hear from District of Columbia officials, I hope with respect to the announcement made right before this hearing, regarding the funding of the \$20 million grant to the District of Columbia and which the newspapers reported as meaning that the District would have to construct, and create a special agency to handle money.

Also, disturbingly, it has been reported that it would provide for the homeless being taken off the streets either through arrest by police or involuntary commitment to mental institutions. Those reports came out in both *The Washington Post* as well as *The New York Times*. So I then immediately communicated with the Secretary regarding this report, and I ask that that communication and that correspondence be incorporated in the record at this point.

[The information referred to can be found in the appendix.]

I, for one, am very troubled. The fact remains that if the problem from a policymaking standpoint is not clearly perceived and developed, then I think we are not discharging our prime duties.

We have with us this morning the ranking Member of the subcommittee on the majority side, Mr. Vento, who also, in his first years, in fact 1982, was very preeminent in his exertions and concerns reporting what was happening in his home city of Saint Paul. He is today chairing the Speaker's Task Force on Homelessness, which was a result of President-elect Clinton's request to the Democratic caucus, and the Speaker responded. And yet while this task force is still in the throes of preparing a report, the administration announces its changes in policy with respect to the handling of this homelessness problem; and I want to develop these hearings to see just what kind of intercommunication has developed.

I am supposed to be a member of this task force, when the Speaker first constructed and announced it—he didn't consult, as far as I know—and I was offered to Chair the task force, but I have always understood the limits of my ability, and I have more than I can handle right now, handling the full chairmanship of the full committee and the Subcommittee on Housing.

So with that, I recognize Mr. Vento.

[Chairman Gonzalez' prepared statement can be found in the appendix.]

MR. VENTO. Well, thank you, Mr. Chairman. I appreciate your support for the work we are doing on the task force. You have always been supportive of Members' efforts on these issues. It is, no doubt, the reason why we have pushed as far as we have with the



different McKinney propositions, and I appreciate it. Other Members certainly are advocates, too.

I appreciate, too, your willingness to come together to bring a focus on some of the cutting-edge policy issues that have emerged, rather surprisingly without a lot of dialog this past year.

Now, I come from the school of thought that things don't happen in Washington by accident, that there are actually people behind them, that there is involvement in it; that is to say that it isn't just a series of unexpected events. And, clearly, the initiatives of the new administration have been encouraging with regards to the homeless; the appointment of capable people in positions of responsibility, like Marsha Martin, is encouraging; the Executive order that occurred in mid-May that the President charged the Interagency Council on the Homeless with initiatives to come forth with new policies in a deliberate manner over a period of 9 months, which still has not elapsed, to provide a policy path for the new administration in terms of dealing with the real challenge of homelessness.

Some of the initiatives in terms of funding that occurred in the stimulus package, which didn't materialize—the structural housing support grants—signaled, I think, a new priority in terms of change of priorities for the administration in terms of meeting this human challenge. Therefore, of course, I think most of us were surprised by the new initiatives for funding which had not been fully discussed by the committees of Congress and perhaps not by the Interagency Council on Homelessness. And, of course, more surprising was the Senate's action in a report to defund or not to fund the Interagency Council on the Homeless, and then the acceptance of the House on that part with, I think—without proper deliberation.

During the process of this, of course, I must say that the task force and I think individual Members have contacted the conferees, at least in writing, to alert them to the fact of our concern about that.

I think all of us recognize the Interagency Council on the Homeless in theory. There has been a disconnect between theory and performance; nevertheless, it is a clear example of what needs to be done. In fact, Vice President Gore in his most recent report on the national performance review, *Reinventing Government*, actually recommends this type of agency for homeless issues. So again it is surprising that it needs to be killed and pronounced dead to be reinvented, or should I say, in a Christian sense, “resurrected.”

Several members of the Task Force on Homelessness, including the chairman, Chairman Gonzalez and myself, signed a letter, which I would put in the record at this time, without objection, Mr. Chairman.

Chairman GONZALEZ. Without objection.

[The information referred to can be found in the appendix.]

Mr. VENTO. Which, of course, signals our concern about what is happening. The termination of explicit funding could be a setback for Federal programs for the homeless and for the Federal plan that was ordered by the President in May, which I spoke of in my earlier remarks.

This group of detailees and designees—of course, we have asked for that, that it be continued in some manner, but I think that until such time as there is a reconstitution of the proper funding for the Interagency Council on the Homeless—I am well aware—we talk a lot about interagency activities, and they sound good in theory; obviously, they don't always work in practice. But I really think that this one has to be in place, and I think engaged—to sort of act as a watchdog; and the individual agencies, that they are properly reaching out to people that have serious problems, that are in the poorest of the poor in our society, the homeless.

I appreciate the hearing. I know the DC Initiative is a rather detailed one, and I applaud any effort to try and set up national models of substantial funding that will meet the needs. I think we obviously want to be certain as to what the impact is on the individuals in this model that is being set forth. It is a big initiative, and I think everyone wants to optimize its success and its replication, if indeed it works.

So with that said, Mr. Chairman, I will place the rest of my statement in the record; and I will have to leave at about 10 o'clock, I have another hearing, but I can assure the individual panelists that put efforts into these statements—and/or administration—that I have closely reviewed the statements that have come to me early and will review the remaining two this morning.

Thank you and thank the witnesses.

[The prepared statement of Mr. Vento can be found in the appendix.]

Chairman GONZALEZ. Thank you very much. And so, before you leave, we are also announcing hearings. You mentioned Vice President Gore. The Secretary also said he wanted to reinvent HUD, so I don't know how the inventing process is being worked out; but in the meanwhile, the announcement that there will be less personnel gives rise to a very, very serious question. We had not one but two inspectors general within the last 1½ years tell us that one reason for the serious miscarriage of the effective working of the FHA mutual insurance fund and other funds has been lack in number and in competency of personnel.

So if, in view of that, we are going to have cutbacks, we are concerned. So I wanted to announce that we will be having hearings. We want to have one this coming Friday, which is very difficult for the members, but we have got to get going. And I always go on the premise that we are paid whether we are in session or not for a whole week's work; so I hope we can go through and announce hearings for Friday in which we will look into this collateral issue.

Without any further ado, I want to recognize Ms. Marsha A. Martin, who is the Executive Director of the Interagency Council on the Homeless, and thank her for answering our call on rather quick notice.

Ms. Martin.

#### **STATEMENT OF MARSHA A. MARTIN, EXECUTIVE DIRECTOR, INTERAGENCY COUNCIL ON THE HOMELESS**

Ms. MARTIN. Thank you. Mr. Chairman and members of the subcommittee, I am pleased to appear before you today to discuss the Interagency Council on the Homeless and the District of Columbia

Homeless Initiative. I also want to thank you and the members of the subcommittee for the vital role that you and the members of the subcommittee have played in assisting all of us in our efforts to address this crisis.

Homelessness remains one of the toughest problems facing this country. Although public and private agencies and volunteers operate numerous programs that provide sorely needed assistance, much work remains to be done. The country has suffered from a tremendous dearth in leadership on the subject of housing and homelessness. The promise that President Clinton and this administration brought to countless Americans sleeping on the streets, in cars, transportation stations, and other nonhabitable places was truly inspiring and refreshing to me.

Early on, Secretary Cisneros made clear his intention to respond to homelessness. Not only did he make trips to the shelters and to the streets, asking those most affected by homelessness what they needed, if anything, and how he could make a difference at HUD, he publicly discussed the need to address homelessness, starting with the Federal agencies, not ending with them. In fact, Secretary Cisneros made reducing the number of homeless families and individuals his number one priority. Then as a solid sign that this administration was taking the issue of homelessness head on, the Secretary appointed Andrew Cuomo, with whom I had worked closely in New York City and whose dedication and relentless efforts to provide housing for literally thousands of formerly homeless persons served as a model for all of us in our effort to address this complex issue.

Finally, Secretaries Donna Shalala and Jesse Brown, whose agencies administer programs of significant importance in preventing and ending homelessness, have both demonstrated a firm commitment to help those most in need in our society.

My career has allowed me to develop expertise as a provider of services to homeless individuals and families, as a social work researcher and educator and as an innovator and administrator of homeless programs for Mayor David Dinkins in New York City. I have lectured and consulted extensively across the United States and authored numerous articles on homelessness.

I did not expect to leave New York, but Mr. Chairman and members of the subcommittee, when given the opportunity to join the Clinton administration and make an impact nationally in an area to which I had devoted my professional life, I did not have to think twice about making my decision.

As you know, the interagency council, which was established in 1987 under the Stewart B. McKinney Homeless Assistance Act, is comprised of the heads of 17 Federal agencies that have programs or authorities that can be used to assist homeless people. Currently, we have a staff of 10 in Washington and we are assisted by 10 full-time regional coordinators who have been detailed to the council by HUD. The Housing and Community Development Act of 1992 reauthorized the council through October 1, 1994.

The first meeting of the council during the Clinton administration was held on May 19, 1993. HUD Secretary Cisneros was elected chairperson, and Secretaries Donna Shalala and Jesse Brown were elected Co-Vice Chairs. On the same day, President Clinton



issued an Executive order that directed the 17 Federal agencies that comprise the interagency council to develop a single coordinated plan for breaking the cycle of existing homelessness and for preventing future homelessness. The plan is to be submitted to the President in February 1994, 9 months from the date of that order.

Since that meeting, we have worked to establish the short- and long-term agenda, obtain input for the new Federal plan, and identify new directions and priorities. We have continued to develop and distribute numerous publications to assist States and local governments and homeless providers; we have sponsored regional technical assistance workshops and interactive forums to provide up-to-date information on Federal programs; we continue to work with the General Services Administration to transfer surplus food to nonprofit organizations serving the homeless.

We have also worked to make the council a more effective advocate within the Federal Government for homeless people and the nonprofit agencies that serve them. We have conducted a thorough review of the existing program structures and proposed administrative and legislative changes where they are warranted. We have identified gaps in the current continuum of care, as well as additional opportunities for integrating systems. We continue to work closely with the State and local governments to share models of effective interagency program coordination and increase their capacity to develop effective local solutions. And we have redesigned our workshops to enhance the level of technical assistance and substantive interaction between the participants.

The council serves as an important role in bringing together Federal agencies to coordinate diverse policies, programs, and issues for homeless populations. The council brings together Cabinet-level officials and senior staff from member agencies to identify opportunities for improving delivery of programs and services. The council also serves as a central resource for essential information for organizations serving homeless people.

The Clinton administration holds addressing homelessness as a high priority. As you may know, the President included funding for the interagency council in his fiscal year 1994 budget request, and Secretary Cisneros wrote to the House and Senate Appropriations Subcommittees on VA, HUD, and Independent Agencies supporting the requested funding and expressing the need for the coordinating body.

The White House, through the Domestic Policy Council, HUD, HHS, VA, and other member agencies of the council, remains firmly committed to the continuation of interagency coordination and activities. As soon as the administration became aware that the council would not be funded, it began examining the range of options to continue the interagency council mission and its interagency coordination and activities. It is my understanding that the administration will make an announcement shortly on the specific plan to accomplish this.

Now, because of your specific interest in the DC Initiative, I want to take a few minutes to speak about it. Secretary Cisneros and DC Mayor Sharon Pratt Kelly recently announced their intention to develop, fund, and implement a dramatically different approach to homelessness in the District. Secretary Cisneros contin-

ues to value this unprecedented relationship with Mayor Kelly and the important role Vince Gray serves in this endeavor.

The DC Initiative is intended to serve as a national model for restructuring the Federal-local relationship in addressing homelessness. As Chairperson of the Interagency Council on the Homeless, HUD Secretary Henry Cisneros invited the 17 member agencies to join in this effort. The DC Initiative has drawn upon this unprecedented Federal and local government partnership, as well as local and private sector participation. A series of joint planning sessions and subcommittee meetings coordinated by HUD, the council, and the District of Columbia were held with nonprofit housing developers, service providers, advocacy organizations, homeless individuals, private foundations, neighborhood groups, local businesses, and the investment banking community.

The recommendations of the DC Initiative call for implementing the following objectives. Replacing the current system of "shelters" with an approach that distinguishes between the diverse needs of homeless families and individuals and employs a continuum of care model that consists of three essential components: Comprehensive outreach and assessment; transitional rehabilitative services; and support of permanent housing designed around specific individual needs for homeless families and individuals. The system includes strengthening efforts to prevent homelessness.

The DC Initiative recognizes the need for effective administration and "reinventing" the management structure by streamlining existing government efforts and establishing a new public-private entity to coordinate and finance the implementation of the new homeless assistance system.

The DC Initiative involves a social contract by which government is willing to provide services to homeless persons in need, and the individual or family is responsible for participating in an effort to gain independent living skills and avail themselves of services in housing afforded to them.

The DC Initiative acknowledges and recognizes the concerns of residents and businesses, as well as the well-being and the need for improved living conditions for individuals who are homeless. The initiative seeks to end the use of public spaces by homeless persons as residences of last resort through a sensitive program of outreach and a continuum of care.

The DC Initiative seeks to increase the availability of affordable housing for low-income District residences and to develop an equitable means outside of the homeless system for distributing affordable housing opportunities.

Included in the DC Initiative plan is a partnership agreement which outlines the District's commitment to produce or contract for the following housing facilities and other services over a 2-year period of time: For single adults, it includes 240 supportive housing placements for persons with mental illness, 400 substance abuse placements, 50 residential placements for persons with AIDS, 100 job training program opportunities, and 160 single room occupancy units.

For families, it includes 1,000 permanent housing placements and 100 substance abuse placements, for a cumulative total of 2,050 placements.

The District must produce or contract for required activities during the first year to obtain the remaining funding for the initiative.

The DC Initiative is a very important effort in developing the national models to address homelessness. The recent action by the House to approve HUD's Innovative Housing and Homeless Fund will enable us to expand this approach in other cities across the country.

Thank you for inviting me, and I will be happy to answer any questions you may have.

[The prepared statement of Ms. Martin can be found in the appendix.]

Chairman GONZALEZ. Thank you very much.

Mr. Talisman, thank you again. You have always been there when it counted.

#### **STATEMENT OF MARK E. TALISMAN, CO-FOUNDER, NATIONAL EMERGENCY FOOD AND SHELTER PROGRAM**

Mr. TALISMAN. I am in a rather odd position because I can't figure this one out. I have spent a number of years, including service with Mr. Vanik on this very subcommittee, as you know, for 8 years, and I teach the subject; I have done 40 half-hours of television on the three branches of government and I don't get it. I don't understand what happened.

I listened to the distinguished ranking Member, Mr. Vento, for whom I have maximum high regard for his judgment, and he says there is always a reason. I would love to know it because I have tried to find out, and I haven't been able to.

Normally, when something is broken either you try to fix it or get rid of it, and you make a judgment. In this case, none of that seems to have happened from what I can gather.

I had the rare privilege—and I do use that term advisedly in this town; it was a privilege to sit at a briefing 6 or 8 weeks ago as a part of the Emergency Food and Shelter Program briefings by Marsha Martin and her colleagues—and heard what I thought was an absolutely extraordinary explication of what was going on good, bad, and otherwise. It was the first honest presentation that I had heard after having lived through unmitigated hell in regard to the interagency council for a number of years of its life in which dissembling and antipeople attitudes were as evident as not; and we said so at the time. We tried desperately to help the interagency council function, and it didn't.

Now, normally you would say in this town, OK, get rid of it; it isn't worth it. Then Marsha came on the scene, moved down from New York, and has been beating her brains out, quite literally, trying to get all of these things going. I wouldn't want to have the Congress or the administration rest on the notion of keeping something alive because of a person; but in fact, Marsha has energized, as has her staff, an institutional framework that is actually working as a neutral address, as she indicated in her testimony, but in fact, also where people can come from the outside, from the inside, to perform coordinated functions actually as was envisioned in the McKinney Act in 1980 when this was created—as you remember so well, Mr. Chairman—and then the news last week—you and I talked about it; it was a shocking kind of obituary that was the re-



verse of the Mark Twain comment. I mean, in fact, it died before anyone knew or at least most people knew.

And I still, as a consequence, would hope that as a direct result of the hearing and what I believe to be, in my soul, President Clinton's and Vice President Gore's and Secretary Cisneros' views on housing and homelessness and long-term policy to provide an ability for people to live properly in this country, that they don't want this to happen.

I can't believe it, and there have been some whispers around, Marsha has just alluded to the fact that there are going to be some announcements. I hope they turn into shouts real quickly. I would hope, given the fact that I have the highest regard for the gentlelady from Baltimore who chairs the Subcommittee on Appropriations, who I have known for a number of years, there has to be some way to reverse this formally. I know that is tough.

I mean, I have gone through all of my teaching notes and all of my experience, and I don't know if those kinds of reversals easily—given time pressures, schedules, and the appropriations clock in this town—but there has got to be a way to do that effectively, so that we are singing finally from the same sheet of music here.

We have been waiting to do that for a very long time; and I think that under Marsha's leadership, the interagency council has been able to do that.

I guess the bottom line for me is what I have been harping on with my children, with my family, in regard to our personal responsibilities, as well as what I have tried to do in regard to my official capacity; and that is that you can't continue to have us believe as a country that if our citizens go to bed at night without shelter and our babies go to bed at night without milk that we are any kind of a superpower at all. It is a self-delusion that is Romanesque, and what happened to Rome can happen to us. That is not an overstatement.

In this particular case, I don't want to blow it up beyond its proportions, but I thought we were finally on the way to working together, all of us, and I think the interagency council was exactly the way to do that. A moment's commentary from me—and I don't have a lot of expertise on it, although I got briefed up more than adequately on the DC Initiative as a citizen of this region and this area—and the fact that everyone seems to want to focus properly on the District, it seems to me that we were finally on the way to doing something correct. The District, I must say, from—the Emergency Food and Shelter Program, we had a hard time getting a District employee, someone representing the District on the local Emergency Food and Shelter Program. That has now been done, as I understand it.

The National Emergency Food and Shelter Program is interested in responding both to Marsha and the District's request that they made of it, as I understand it. I think they are wonderful opportunities to move forward in a coordinated way. It is kind of odd, but we ought to get going and just do it instead of fooling around anymore, because I don't think the people in the streets deserve what has been going on in this respect. So I do appreciate the opportunity.



I would also ask your permission to insert my statement as if read. Thank you.

Chairman GONZALEZ. Certainly. I should have announced that each one of your written statements as given to us will be placed in the transcript of the record immediately following your oral summation, and certainly I should have said that at the outset.

[The prepared statement of Mr. Talisman can be found in the appendix.]

Ms. Roman.

**STATEMENT OF NAN P. ROMAN, VICE PRESIDENT, POLICY AND PROGRAMS, NATIONAL ALLIANCE TO END HOMELESSNESS; ALSO ON BEHALF OF THE NATIONAL COALITION FOR THE HOMELESS AND THE NATIONAL LAW CENTER ON HOMELESSNESS AND POVERTY**

Ms. ROMAN. Thank you, Mr. Chairman. I am Nan Roman, vice president of the National Alliance to End Homelessness. I am also here today representing the National Coalition for the Homeless and the National Law Center on Homelessness and Poverty.

The Alliance itself, Mr. Chairman, has some 1,700 member organizations in every State in the Union; and together with the other two organizations, we represent thousands of service and housing providers and advocates for homeless people around the country. I want to thank you for holding this hearing.

As you will recall, in 1991, the Alliance gave you our award for outstanding contribution to ending homelessness, and in 1993 we gave this annual award also to Mr. Vento. We feel amply justified in the trust we have placed in your leadership on this issue particularly today, in terms of the interagency council and the DC Initiative. First, I would like to address myself, if I could, to the interagency council.

Mr. Chairman, our organizations believe that an effective Interagency Council on the Homeless is an essential element of any Federal attempt to end homelessness. It is essential because homelessness is a cross-cutting issue. Homeless people need services and housing and receive services and housing from numerous Federal agencies. They receive AFDC and SSI disability; they require child care services, health care services and, of course, housing. The various agencies which deliver these different elements of assistance must coordinate their effort; and for this kind of coordination to succeed, we believe that two things need to happen.

The first is that they need to participate as equal partners when coming to the table to discuss their joint endeavors. Second, they need the full leadership of the administration behind them. It is for this reason that we believe that the interagency council would not best be placed at any individual Federal agency but would better be placed in the White House or in the Executive Office.

The Alliance, the Coalition, and the Law Center have independently recommended this course since early in the Clinton administration. This is no criticism of HUD. We are sincerely grateful to Secretary Cisneros for his commitment on the issue of homelessness and we thank him for making it the top priority of his agency. We are also grateful for the efforts of Assistant Secretary Cuomo. Nevertheless, we believe that the President could better exert his

leadership on this issue if the council were not placed in any one particular agency.

We need the interagency council, we believe, for two reasons. The first is that we need a centralized source of information on Federal resources and policy relating to homeless people. We need the council to accumulate and disperse information on NOFAs, regulations, application guidelines, and so forth. It is very difficult for our groups to get this information if they have to go to 17 different Federal agencies to try to get it, as you can well imagine. This is particularly true for organizations that aren't located in Washington.

Also researchers, Congress, all of us need information on homelessness, and we need the council to accumulate this information. The council also serves an important technical assistance function in providing assistance on applications and the like. In order to accomplish these functions, we need a council with adequate resources and also with an educated staff that knows the Federal agencies and the programs that they provide.

But even more importantly, the council has a critical policy role. It needs to coordinate and monitor all Federal homeless programs; it needs to be proactive in monitoring or assessing where the gaps are and in coming up with solutions about how to fill those gaps; it needs to help State and local governments and nonprofits in terms of evaluating their programs and doing their own coordination, and most importantly, I think, it needs to develop a Federal plan for ending homelessness and then work to implement such a plan.

Once again, we think that those functions would best reside in the White House agency because there they can have the full leadership of the President behind them. We believe that the Federal response to homelessness requires more coordination, not less.

Mr. Chairman, all of these functions were designed by you as tasks of the council in the 1987 statute. Your leadership on this has preceded us, but these functions are needed more now than they were then; and we are quite certain will become even more important in the future. We believe that we must keep the council going in the interim year until we can get it reauthorized and appropriated.

In my written testimony, I have given a proposal for how that might be accomplished by placing the council in the White House and using donated staff and resources from the various different agencies involved. We would ask for your assistance in accomplishing this, or any other structure that would keep the council going in this interim year. We really cannot afford to lose its coordinating, information, and policy functions.

We do, as Mr. Vento mentioned, also have an Executive order for a Federal plan that really must be carried out in the coming year.

We will continue to fight for the interagency council and will support your efforts to do so.

I would like briefly to address the DC Initiative. Our organizations are concerned about the initiative insofar as the District and other jurisdictions funded by the Innovative Homeless Initiatives Demonstration Program are intended to be models for the rest of

the country. In this regard, we have three concerns which we have shared with HUD, as well.

The first is that the purpose of the Federal funding in this program is somewhat unclear to us. Is it meant to fill gaps in services or is it meant to create a coordination structure; or is it meant to fill several of those functions.

If it is meant to fill gaps, frankly, it is probably not enough money, looking at it in terms of the level of the DC Initiative. Also, it is a 2-year program, and so we would have concerns about where we could find continuing funding.

If it is meant to develop a coordination structure, it needs to have very specific goals and objectives; \$20 million would be overfunding for such a goal, particularly when we have just lost \$1 million for coordinating all Federal programs. So we would like to see some further definition of the goals and objectives of the program, but certainly the funds are very much needed in the District.

Second, there needs to be a formal mechanism for involving all parties in the planning and coordination portions of these initiatives. In particular, community-based organizations and homeless people need to be pulled in and involved at the beginning stages. It is our concern that no initiative could really be successful without people buying in at the beginning.

And finally, we would recommend that there must be some assured maintenance of effort by local governments receiving Federal funding. That is present in the DC Initiative plan. We would like to see that in the other programs, as well.

In summary, the National Coalition for the Homeless, the National Law Center on Homelessness and Poverty, and the National Alliance to End Homelessness will continue to work for an effective and independent Interagency Council on the Homeless. We ask for your support on this. In addition, we will continue to watch with great interest the DC Initiative and would be happy to work with you and with HUD on further efforts to pursue coordinated assistance to homeless people.

Thank you so much for your leadership on this issue.

[The prepared statement of Ms. Roman can be found in the appendix.]

Chairman GONZALEZ. Thank you, Ms. Roman.

Mr. Gray.

#### **STATEMENT OF VINCENT C. GRAY, DIRECTOR, DISTRICT OF COLUMBIA DEPARTMENT OF HUMAN SERVICES AND CHAIRPERSON, DISTRICT OF COLUMBIA INTERAGENCY HOMELESS COORDINATING COUNCIL**

Mr. GRAY. Good morning, Mr. Gonzalez. I am Vincent C. Gray; I am the director of the Department of Human Services for the District of Columbia, and I also serve as the chairperson for the District's Interagency Council on Homelessness.

I want to add my gratitude to that expressed by my colleagues here at the table for the leadership that you have provided on this issue over the years. That leadership, obviously, has been evident not only in the Halls of Congress, but actually getting out into the streets and into the shelters and literally understanding the proportions of the problem that we face and how it has literally ex-



ploded in this country over the last several years. So let me start by taking the opportunity to thank you for what you have done on this issue, and certainly what we are continuing to do to assist this Nation's homeless.

I am joined here by the District's team that has worked on the District's initiative, the DC Initiative, Enid Simmons, who is the director of our Office of Planning and Evaluation; Milton Bailey, who is deputy director of our Department of Housing and Community Development; Claudia Booker, who is here representing today the director of the Department of Public and Assisted Housing; Jim Butts, who is the administrator of our Income Maintenance Administration; Dr. Robert Keisling, who is one of the key administrators in our mental health system in the District of Columbia; and Helen Keys, who is a key player in running our Office of Emergency Shelter and Support Services.

Again, let me say good morning to you.

First of all, let me speak to the interagency council, which the District of Columbia regards certainly in the recent past, as has already been indicated here, as a valuable clearinghouse for information on homeless initiatives implemented by local governments, and which certainly has been instrumental to our efforts to formalize the DC Initiative by facilitating our access to key Federal Government agencies.

The partnership between the government of the District of Columbia and HUD, known as the DC Initiative, is a promising, ambitious, innovative, interdisciplinary approach to ending homelessness that we hope would be a model for local governments nationwide.

The District of Columbia, like other major urban areas across the Nation, has experienced an alarming increase in the number of homeless persons among its citizens over the past decade. In 1975, for example, the District government maintained two small emergency facilities with about 100 units, and an additional 200 single men and women were served through private facilities. The District government would contract with private providers if more shelter capacity was needed.

Charitable organizations served an additional 400 persons on a daily basis. At that time, virtually no one lived on the streets.

By 1981, the problem had begun to grow enormously. Our shelter capacity in the city had grown to accommodate 600 men, women, and children, and we had increased the number of facilities from two to four. Additionally, there were 200 families who were provided with vouchers to seek services on an emergency basis in hotels and motels.

By 1989, the problem had virtually exploded in the District of Columbia, as it had across the country. During that year, shelter services were provided to over 11,000 single adults and 2,400 families at a cost of over \$40 million annually.

Of course, we see the evidence of the number of people living on the streets since 1989. The increase in the number of homeless persons is in large part the product of two phenomena of the 1980's—a significant increase in poverty and social ills coupled with a severe reduction in Federal funding for social service programs, and a drastic decrease in Federal funding for housing programs for low-

income persons. The increase in poverty and decrease in housing programs, exacerbated by the recessionary economy that has characterized the 1990's, proved to be a recipe for homelessness in epidemic proportions.

The National Coalition for the Homeless estimates that there are approximately 3 million homeless persons in the United States, a figure that, while large, represents at best a good-faith effort to account for a population that does not usually make itself available to census takers. Over the past 5 years, the District government has spent approximately \$100 million in local and Federal funds in its effort to meet the needs of homeless persons in DC alone. Of course, local charitable organizations have added literally millions of dollars to that.

Despite the tremendous commitment of public and private dollars, homelessness remains one of the most persistent and complex challenges that the District government faces. Thousands of District government person-hours have been devoted to evaluating past efforts and fashioning new initiatives to meet the challenge.

Our analysis has led us to conclude that homelessness does not lend itself to one-dimensional solutions like providing shelter services alone. Instead, the eradication of homelessness depends upon the establishment of a supportive community network as envisioned by the DC Initiative.

The profile of the District's homeless population supports our conclusion. Our homeless population consists of five primary sub-populations: Single adults with special needs; single adults with short-term needs; families with special needs; families with short-term emergencies; and marginally housed families.

An estimated 3,400 single adults with special needs constitute approximately 60 percent of all persons using the District government's shelter system. This population requires intensive assistance for mental illness, chemical addiction, and HIV/TB infection. It includes the approximately 1,200 to 1,500 individuals who live on the District streets, and appears to use shelter or public space intermittently and interchangeably.

Single adults with short-term needs include individuals who are temporarily homeless due to fires, building condemnations, cold weather emergencies, threatened eviction, or nonpayment of rent. These people normally do not require intensive services.

With respect to families, those with special needs constitute about 20 percent of the existing shelter residents. These families use the emergency shelter system repeatedly and have lived in precarious and unstable housing situations. They often experience problems of chemical addiction. Major medical illnesses and domestic violence is prevalent in their experience.

Families with short-term needs or emergencies represent a significant percentage of those in our shelter system. Like the single adults with short-term emergencies, these families are temporarily displaced from their homes due to fires and other conditions that I described earlier.

Finally, those who are marginally housed families live in doubled up arrangements or dilapidated housing, or on the verge of eviction. This group includes teenaged parents and families that have been dependent on welfare benefits for long periods of time. Mar-

ginally housed families use shelters as one of a series of makeshift living arrangements.

In anticipation of the exciting planning effort that has unfolded over the last several months, we have already begun to make important changes in our own shelter system. First, and perhaps foremost, we have virtually eliminated the use of hotels and motel rooms. We now use only 50 rooms for housing of families in shelters, and that purpose is for assessment and beginning the process of services. In fact, 90 percent of our families now are sheltered in apartment-style living units.

Second, we have improved access to benefits such as AFDC, Medicaid, and food stamps.

Third, we have expanded our case management services through a contractual arrangement with Lutheran Social Services, which is now providing case management services to 300 families and following them into permanent housing when they leave shelter.

Fourth, we have markedly improved, through the use of Federal and local funds, the conditions in our shelters across the city, including all buildings, such as the Randall Building, the Blair Shelter, and several others; and beginning on November 1, we will contract out our hypothermia services, which will allow us during the winter months to have a much more substantial presence in the streets to try to reach the hard-to-reach population.

Despite improvements in our system, it is clear that the District government, like virtually every local and State government in this Nation, where homelessness persists, has continued to operate essentially an emergency shelter program, while a more extensive continuum of care is required to address effectively the problem of homelessness. However, no local or State government can tackle alone the complex and seemingly intractable problems associated with homelessness. Federal support is essential if we are to create enduring solutions.

Soon after the Clinton administration assumed the reins of leadership, our Mayor Kelly and Secretary Henry Cisneros, Secretary of the Department of Housing and Urban Development, began to discuss the potential for a Federal District partnership to create a model service delivery system to address the very needs of people who are homeless in the District. After numerous discussions and a number of visits to District shelters and late night visits to the District streets by Secretary Cisneros, the mayor and the Secretary on June 10 announced their intention to develop a markedly new approach to homelessness in the District of Columbia.

In the months that followed, an unprecedented planning effort unfolded, involving several hundred people representing what is now being referred to as the Seven Corners—not-for-profit housing developers and service providers, private foundations, local businesses, the investment banking community, neighborhood groups, the District government, the Federal Government—and people who are homeless.

Cooperation between the Federal and District governments throughout the development of this plan has been continuous and essential to its progress to date. There virtually was not a day over the past 5 months without a meeting or other communication between District and Federal officials relative to the development of



the initiative. In addition to the leadership provided by HUD through Assistant Secretary Andrew Cuomo, staff members of the Federal Interagency Council on the Homeless also were particularly instrumental in bringing the plan for the DC Initiative to fruition.

Among the numerous areas of assistance provided, staff members, especially, were helpful as catalysts to access the key agencies, such as the Department of Veterans Affairs, FEMA, ACTION, and the Department of Health and Human Services.

Finally, on September 15, just about 5 weeks ago, the Department of Housing and Urban Development and the District announced completion of the DC Initiative plan entitled "Working Together to Solve Homelessness." HUD is committed to provide \$20 million over the next 3 years toward implementation of the plan; \$7 million will be provided in the first year, \$7 million in the second year, and \$6 million in the third year. An essential tenet of the plan is that homelessness can be solved only by creating and implementing a continuum of care that addresses the root conditions underlying homelessness.

Ms. Martin already has outlined the basic objectives and elements of the system, so I won't repeat those, but again we see the "Continuum of Care" model as an important component of change in the District system.

Responsibility for implementing and coordinating the plan has been delegated to the District's Interagency Council on Homelessness for which I, as I indicated, serve as chairperson. Our interagency council involves all agencies that directly or indirectly provide services to people who are homeless. Some 10 or 11 agencies, ranging from human services through the housing agencies, employment services, public works, and a variety of other support agencies, these key District agencies have been joined by representatives of the Federal Interagency Council on Homelessness and officials of HUD and its Washington, DC field office, whose assistance has absolutely been invaluable.

We are now meeting on a biweekly basis, and we have organized ourselves into eight task forces reflecting the essential elements of the plan. They include intake and assessment, outreach, housing, prevention, employment, development of an entity to manage this process, financing, and an effort to communicate what this plan is across the District of Columbia in particular. Each task force now has developed, within the last 10 days, an implementation plan; and even though this plan will unfold over the next 2 to 3 years, we have already begun the process of implementation.

For example, I mentioned our expanded hypothermia outreach response. By the end of December, we will have two new drop-in centers that will be developed in the city. We are in the process of converting one of our shelters to include 25 transitional beds as a beginning; a pilot employment project will be developed by the beginning of January; and finally, within the next 3 months, we will have developed a 50-bed facility for homeless singles with substance abuse problems.

With regard to financing, the plan will be financed from multiple sources, including the redeployment of District resources, private sector commitments, and, of course, funding from HUD. The Dis-



trict, HUD, and the Federal Interagency Council are evaluating the feasibility of using a portion of the \$20 million in HUD funding to leverage private capital to finance low-cost construction of housing units and social service delivery systems. HUD has required the establishment of the entity as a condition to providing funding.

Finally, what is ahead? The greatest portion of our task still lies ahead of us because, of course, we have just completed the plan. We have now the task of determining the nature and scope of approval that will be required by our council of the District of Columbia to implement this plan; we continue to have the challenge of defining the types and range of services that would be provided. As indicated, we will continue to clarify the governance, mission, and implementation strategy for the new entity and, of course, we must clarify the use of the initial \$7 million in the first year.

Again, while the plan establishes a blueprint, we view this as a fluid process and one that will continue to evolve, and hopefully will, Mr. Chairman, give us the opportunity to move away from an emergency shelter system in the District of Columbia to create real, permanent, enduring solutions for families and singles who are homeless in the District, and hopefully make a contribution to our colleagues across the Nation in how to resolve, once and for all, the problem of homelessness in this Nation.

Thank you very much for permitting me to come today. And I will be happy to address your concerns.

[The prepared statement of Mr. Gray can be found in the appendix.]

Chairman GONZALEZ. Thank you, Mr. Gray, and, Ms. Roman, for your very generous remarks. I deeply appreciate it. The fact is that I am really a privileged American. I have been privileged to serve on all levels as a legislative representative, what I call legislative advocacy, from the local, the city council in my city, to the State Senate, and here in the Congress, 32 years.

Given that privilege, I feel I have a greater responsibility to make sure that I remain a true witness to that experience which I have been privileged to receive, by the people. I also worked for the San Antonio Public Housing Authority in the 3-year period, probably the most extensive public housing enlargement program, certainly in Texas at about the time, between 1950 and 1953.

I had the great privilege of working with the newly acquired director in San Antonio that we got from Houston, the very famous Marie McGuire. And so, having been a witness to that, I also, after the war—or right about the end of the war—had the privilege of working for the juvenile court. There was a crisis then, and that was juvenile delinquency. That was in the headlines. San Antonio was a war impact area. It was a challenge then, and my services were recognized.

I was named chief juvenile probation officer, which surprised a lot of people in that city and that county. But, what I am saying is that I am doing nothing more and nothing less than just trying to be efficient and obedient and responsive to that privileged experience that I have had on all of these levels.

I am also privileged to have lived a span of years—with almost total recall—of a period of time that I had vowed to my companions who grew up with me, and who equally vowed that we would do

everything we knew how to have our children and grandchildren not experience what we now read as the description.

We have terrible poverty today but there is no way that I can evoke to you that degree of poverty. I mean there were people who were literally dying and you had families living in cardboard/tin shacks, a dirt roof, with no running water.

An area that I became intensely concerned about, as a juvenile probation officer, was then known as the "death triangle" because in that area, San Antonio had the highest rate of infant death because of infant diarrhea.

I was privileged to serve with the housing authority less than 10 years after that, in that very area, and to see constructed a brand new public housing project.

What I have to say is not pessimistic. Nevertheless, I will never try to deceive myself from reality. And the reality is that the challenge is even greater today.

I have sat on this subcommittee that has the overall bird's-eye view and it has been most anguishing to see these things developed which I have hoped had been banished—such as poverty, such as juvenile crime—and see exactly as it was developing all of the contributing factors that I knew were going to develop until what is today agitating our minds and hearts and souls, not only locally but nationally.

So it has been a tough fight against demoralization. And only because in this experience I speak of and refer to and only personalize just to make that point, that even out of that nettle of difficult, mean, pervasive problems can you pluck a flower of resolving the problem and bettering conditions.

It is not one person who can do it, any more than what you have reported on this morning can be done by any one agency or association.

Given that, I am going to be in direct contact with you, Mr. Talisman, because of your background here in the congressional process. But what can we do? I know what to recommend in order to save the funding situation as far as the Interagency goes. But I want to make sure that that is what the administration wants. And I don't know.

For instance, at no time was I ever contacted when the Appropriation bill came to the House Appropriations Committee and much less after the Senate acted and the House went into conference, even though I have a very close and satisfactory working relation with Mr. Stokes, the new chairman of the Subcommittee on Appropriations on VA, HUD, and Independent Agencies. Now that concerns me.

So then, when I did find out, after the fact, we had warded off some other things that I know the administration had been contacting the Appropriations Subcommittee about that they didn't think I was aware of, but which I was.

So I am a little bit concerned about what it is the Executives over at both HUD and the White House really want.

Now, Ms. Roman, I have no way of ascertaining the veracity or the authenticity of the rumor, which is what I call it—that it is really the White House that wishes to direct the homelessness efforts very much along the lines that I thought I interpreted that

which you were suggesting. That is, if you have a comprehensive initiative, that it not be ensconced in any one agency.

But, there again, if the leadership is not there, I don't know what we can do. We have had to combat, for 15 years, negative leadership. The only thing we succeeded in doing was fighting this off—not meeting the burgeoning problems that are arising, such as homelessness. But more basically, those that were creating the environment and the reason for homelessness.

We spent 15 years just fighting off to preserve some of the vestiges of what had taken 30 years of effort in the Congress to achieve through numerous hearings and whatnot. And this was done away with, as Mr. Stockman did the very first year he served as Director of Office of Management and Budget. So we managed to salvage, but not really respond to the needs of the country.

So now our challenge is fourfold. What, for instance, is going to happen here with the Vice President's mandate that 200,000 Federal employees be eliminated? What proportion of that is HUD? And I have had the staff trying to figure that out. How will that translate?

In the meanwhile, though, there is more than one way to skin a legislative cat.

This is an overall program that the President does wish, as he demonstrated when he came before the caucus after his election, which was the direct cause for the creation of the Speaker's task force—which, I must say, the leadership was saying we have got to eliminate all of these nonlegislative, ad hoc committees and then creates a task force because in the caucus meeting the President was set to by three or four Congressmen that wanted to find out what he intended to do about homelessness and he sent the challenge back, and he said, you create a group and I will work with it. And so they did.

But as far as I know, I don't know what give and take there has been. Certainly, Mr. Vento—who is chairing that task force, and I am a member of it—did not know that this was going to happen.

So in the meanwhile, more specifically the staff has very ably given me some information as to what is advanced now as the reasons for the Senator from Maryland's unilateral and what seems to be almost a spontaneous decision to eliminate the funding over in the Senate.

They tell us—and I say "they" meaning that sources from the Senate Appropriations Committee—that the reason it was not recommending additional funding for the council was because it had failed to significantly reduce, quote, the overlapping redundant and bureaucratic nature of Federal homeless programs.

Now, I know that you came aboard quite recently, Ms. Martin; but have you heard that, or have you been told that, or are you aware that that is the reason they are giving?

MS. MARTIN. I read that statement in the subcommittee report that the feeling was that the council had not been effective in reducing what appeared to be redundancy.

On the other hand, I would suggest that the council was able to model and become a model for States and counties and intergovernmental collaborative relationship that now exists.



And as Vincent Gray identified, even here in the District of Columbia they have an interagency council modeled after the Federal Interagency Council. And we see that across the country and through the establishment of these local councils. It has been the first time that government agencies, city agencies, and departments have sat across the tables with one another. Prior to the creation of the interagency council, they had not.

So we are talking about a developmental process which is just beginning. And perhaps it is too soon to determine its effectiveness.

Chairman GONZALEZ. Well, I agree with you. My impression here, sitting on the sidelines, was that the wisest choice ever made was when they brought you in from New York.

And I am very familiar with what New York has done with the withdrawal of the Federal Government, not only the city of New York but the State of New York, the leading State and the leading city as far as diverting funds, desperately needed local funds, for housing and homelessness. This subcommittee has gone to New York at least nine times.

In 1982, one of the reasons we had the first hearing was because a person had frozen to death on the street and an effort was being made by a group attempting to service the homeless to use the old city college on Second Street as a shelter, and had resistance from, I think, GSA.

So we had the hearing, brought them in; and as a result, later that month, they were able to get the building. But then we had to work at cross purposes because GSA was not talking to the old HEW. And so I have seen everything.

In fact, by 1984, finally the Secretary of Defense, Weinberger, came in, and they formed a sort of a rough interagency group—GSA, HUD, HEW, and the Defense Department. We have reached a point in our country where everything is going to be solved if we just call in the military. And it is so abominable to me. It is so repugnant to me that I shudder.

I see it back home where this juvenile delinquency crisis has brought judges calling for boot camps for even a minor offender. So I remember this very well, that we are going to find vacated army bases and camps. And I couldn't believe it. You know, just because the news was that some bases were being closed.

Finally, when the Secretary gave the list of those bases available, well, they were up there in Montana in the mountains somewhere and they certainly were not adapted to homelessness—let me put it that way—or the homeless. So here we are again.

Finally it seemed to me that the council was jelling and you were getting, at least on this level, an effective group. That is just the impression I had. I am not party or privy to the ongoing deliberations. We had Mr. Talisman at the hearing we had this last spring at a shelter here in the District, and he is always on top of things and has worked on a comparative basis with the council that he put together. That is a tough task. I have seen how it has worked, even in my own district.

So I was going to ask you, Mark, if you have any comments on the reasons given.

Mr. TALISMAN. You know, it is interesting when you read the report of the Senate Appropriations Subcommittee. It is as if, excuse

the expression, it is *deja vu* all over again. It is as if it is commentary delayed from several years ago. That is the impression I have because it doesn't relate to what is going on now. That is what disturbs me.

The amount of money is life-giving for the council and when it is cut off, that is it. But on the other hand, in the scheme of the budget, it is small and easy to whack it out without much difficulty, notwithstanding the consequences; and that is the horrible part that I find in all of this.

You said, Mr. Chairman, that you know a way to do it. I suggest very strongly that there ought to be a communication with the White House, with the Domestic Partnership Council, and with Mr. Cisneros, with whom I think you have a great deal of familiarity, if not geography, to get it back on track as soon as possible, because it seems to me to be an absolute critical time to have this situation in limbo.

Chairman GONZALEZ. You feel, then, that the interagency council, and particularly now under able administration, should be funded?

Mr. TALISMAN. There is no question about it. It is right at the critical stage. It is in a developing stage on the upward track now, which is an unusual statement to be able to make.

In previous years we didn't have this high regard for this same agency because of attitudes involved. There wasn't a strong desire, as you cited, with President Reagan, making a statement that 50 percent of the people on the streets wanted to be there. There is a difficult attitude. The American people have a very difficult attitude.

Chairman GONZALEZ. I agree.

Mr. TALISMAN. And it is the kind of situation in which it seems to me that if this decision on the interagency council is allowed to stand and there is no coordinated function from across the government, at the very moment when success is in grasp in terms of bringing things together but not only from the DC Initiative, but the Secretary of HUD is establishing other initiatives across the country, as he indicated at the Mitch Snyder shelter and other places, it is literally cutting off the oxygen from the whole process. The whole thing is going to wither. And if this dies, we are going to have to reinvent it in some form at an enormous cost to everybody.

Chairman GONZALEZ. Suppose, though, that, in reality, it is the desire or the decision—maybe not yet announced but in the making—that the White House be the one to direct this. If that is the case, then funding wouldn't be any problem because I can tell you it is available if the President wants to make it available through his executive budget.

Mr. TALISMAN. Sure. But as I said, there have been some whispers around town—I hope that it turns into a shout—that it is easily defined and easy to understand.

I don't think that this status of limbo ought to be allowed to continue at all. It is dangerous in and of itself since there are so many different areas across the country and people who are dependent on this free flow of information and modelmaking and other functions that you know that the interagency council has performed.

And I also feel very strongly from my part, and I am going to do my part in this regard, to find out exactly what went awry in the Senate because I didn't understand it while it was happening. I was told just the opposite, that things were fine, because a number of us were paying attention to this at the time. And all of a sudden, in the middle of a rather intense period, as you remember, where there wasn't a lot of sunshine, this happened.

Chairman GONZALEZ. I will be anxiously awaiting to find out, Mr. Talisman. There are three things that I have just concluded I won't worry with. There is nothing I can do about it, and I don't understand it. One is the weather; the other is women; and the third is the Senate.

Mr. TALISMAN. In that order?

Chairman GONZALEZ. I don't worry. They are there. And my wife and I have been married 53 years, so it must have worked, you know.

Mr. TALISMAN. I want to make one comment off the comment that you made about Congressman Stokes. As you probably remember, his district was created from our old congressional district. And my Member of Congress, Mr. Vanik, stepped aside into a new district to create that district and the first African-American Congressman from Ohio was elected; and it was he. And I don't know of a person of better capability than he, and I know his commitment on the subject. And it seems, as an intermediary, he would be splendid to get involved because I know he has a high regard for you and as the new chairman of that subcommittee and given the situation in his home district in the center of Cleveland, this is the last thing he would want, because I know that the inter-agency function has been going on splendidly in the city of Cleveland off of the national model. And none of that makes sense and maybe he has a way to right this as well.

And given what you said, and that is what the administration intends to do, if it intends to bring it within the executive branch, the executive offices directly, and elevate the status in that respect, because I think that would be good and not bad.

And I think they understand the piece of gold they have in Ms. Martin. And I know her staff. It is clear across town that that is true, and that is an important factor. I am not embarrassed to say that. Normally, in teaching government, I don't want to place it on the person involved; but in this situation, it made an enormous difference. The package is there, and the question is the place, as opposed to not having a place or a home.

Chairman GONZALEZ. I certainly want you to know that I am going to be working on it, and I will call you.

Well, Ms. Roman, I think you covered your statement so eloquently and well. But do you have any comments with respect to the statement that now, later was incorporated into the Senate report after the action was taken to eliminate the funding for the council?

I think, if I gathered correctly your recommendation, you would be in agreement with Mr. Talisman's last remark that if, yes, the White House decided to put it on that level of priority, it would certainly enhance its effectiveness.

But do you have any comments as to what were the overlapping functions, if any, that they are referring to now?

Ms. ROMAN. Well, I would not know how to interpret their statement on that. I think that the council has started to function effectively to deal with coordination.

There is no question that it needs to function more effectively. I think that it is less important for us to look at where it has failed in the past than to look at where the need is.

I really don't understand why, if we need the functions, council fulfills, we should be terribly concerned with whether it has worked well in the past. I think we have heard that it hasn't done a particularly good job in the past. It is on a new road. I agree with Mark about Marsha's capabilities and qualities, and we are fortunate in having her there. The bottom line is that there are areas where we desperately need coordination, now.

Someone raised base closure. Base closure is a perfect example of where we need coordination on homelessness. There are various agencies involved and lack of discussion about what can be accomplished to help the homelessness through the use of base closure properties, including housing.

Welfare reform is another area with major implications for homeless people. We must have a concerted effort to address these issues, and, without the council, we just won't; we won't have it.

So it is essential that we keep the council going. This next year is one of the most critical times when we need to do more coordination; certainly not a time when we need to stop doing it. It is incomprehensible to me what thought was behind the Senate's action in eliminating the council.

Chairman GONZALEZ. Well, let me impress my own, and I am sure every member of the subcommittee's, gratitude for your great work and your organization's leadership.

Well, Mr. Gray, I will ask the same questions of you. Perhaps, after that reaction, if I could ask you about the prospective grant with respect to the DC Initiative.

But first I would like to get your comments on the action taken by the Senate and, of course, later by the House.

I think the House Appropriations Committee was probably just not aware, any more than we were, and that is the only reason I can explain it, because I know Mr. Stokes's concern. He has certainly been a sea change with respect to our Authorizing Committee working with that Appropriation Subcommittee. We have a real, genuine coordinated effort now, which I can't say has been true all of these last years.

But anyway, Mr. Gray, if you have a comment, I would like to have it.

Mr. GRAY. Mr. Chairman, we certainly cannot explain the actions of others around the Federal Interagency Council any more than that my colleagues could.

However, I think we can speak to the relationship that we have enjoyed in these last few months and the importance that the council has been to the District of Columbia as we have attempted to develop the DC Initiative.

I certainly would have to agree with my colleagues here at the table that the leadership that Marsha Martin has brought to the



interagency council, along with the efforts of her staff has absolutely been extraordinary.

I can compare that with the importance that we had prior to her arrival and prior to the new administration. And our contact with the Federal Interagency Council was sporadic at best. And not to be pejorative, but the assistance that we received was minimal.

In the last 5 or 6 months I think it is no overstatement to say that the District of Columbia and the interagency council's staff have been in communication on a daily basis. We have had Ms. Martin to our own interagency council meetings; and, frankly, listening to her was like listening to a professor in the classroom teaching about how to address the problems of homelessness on a national basis.

And other members of the staff worked closely with us in helping us to begin sorting through the complex maze of problems associated with homelessness.

I think, again, looking at the tangible benefits, one of the roles that the council was to play, and certainly has played with us, is assisting us to access the resources of other agencies. Through their efforts and those of HUD, too, as well, we have been able to develop a relationship with action, and a part of our initiative will bring to bear about 20 volunteers, VISTA volunteers who will work with us on an outreach basis.

We have been able to open additional discussions with the Department of Health and Human Services. And the people at FEMA, the Federal Emergency Management Administration, has expanded and improved as a result of their efforts. And we have opened discussions with the Department of Veterans Affairs, all of which seems to me the most fundamental roles that the council was to play.

They have been a source of information; they have been a source of assistance. And I think, really, the only relationship between the current leadership and the council in the leadership prior to 1993—the only relationship I see is that they enjoy the same name.

Chairman GONZALEZ. Let me, before I forget, compliment you and, through you, the District and its governments through these years.

From the very beginning I made a point to stress that the District of Columbia would be probably the most impacted area. It is a magnet. It is going to attract people that other cities possibly wouldn't. Therefore, the magnitude of the problem would be more severe. Despite the District's onerous job of trying to figure out what a congressional committee is going to do as far as funding is concerned for the overall District government, I have nothing but praise for what has been done, which is about as effective as I know any city government could.

There is always room for improvement in everything. I know there have been criticisms and all. Just going over to the homeless center here in the District, I could find a few. But they have nothing to do with the District of Columbia's accepting and confronting the challenge.

I have noticed Ms. Roybal-Allard, a very active member of the subcommittee. Even though this is her first year, don't let that deceive you. She is the daughter of Congressman and Chair Roybal

of California. He followed me the following Congress when I first came up, and so she has been born and bred in this environment.

I recognize you, Ms. Roybal-Allard, if you have any questions or statement.

Ms. ROYBAL-ALLARD. Thank you, Mr. Chairman. And I apologize for being late, because this is a very important issue. I was very concerned about the fact that the funding for the council was taken away.

I am even more concerned now when I have heard the comments that were being made that now it is starting to work, and that there seems to be a real coordination in terms of making things happen so that we are addressing the homeless issue.

In the interest of time, I would like to submit my opening statement.

[The prepared statement of Ms. Roybal-Allard can be found in the appendix.]

I have one question—and I apologize if it is repetitious and you have covered this—but what is the one, or biggest, void that you are going to see happen given your recent experience with the council once it no longer exists? What is the problem that you are anticipating?

And do you feel that HUD will be able to fill that void?

Mr. GRAY. Was that addressed to me?

Ms. ROYBAL-ALLARD. To whoever wants to answer it.

Mr. GRAY. From a local perspective, I think the coordinative function that the council is playing for us in terms of access to other agencies, serving as a clearinghouse for information, and frankly in the case of the leadership at present, bringing extraordinary leadership and expertise to the problems of homelessness, in essence, as a local jurisdiction, we then would be left—perhaps, depending on how this is defined in the future, of course, we would be left with, once again, trying to wind our way through the myriad agencies and processes in order to piece together funding sources and programs that would allow us to comprehensively address the problem of homelessness.

I think now, not to be redundant, what we are seeing is action on the part of the council to really serve as a conduit for bringing those efforts together to make it much easier for a jurisdiction like ours to put together a comprehensive program.

Unless that is replaced, I think we will see ourselves backslide tremendously in our work with the Federal Government to address the problem of homelessness.

Ms. ROYBAL-ALLARD. Has there been any discussion with HUD to make sure that they continue in this new mode with the council?

Mr. GRAY. We have had no discussions with them. But I would say that our working with HUD, around the DC Initiative, has been wonderful. We see vibrant and renewed interest in this at HUD. We have not had a discussion about how the function of the interagency council would be replaced if the council disappeared.

Ms. ROYBAL-ALLARD. So there is some belief that HUD will continue in that mode and fill the void that the council is going to leave?

Mr. GRAY. Yes. Our relationship with HUD has been far superior in the months of 1993 than it was previously.

Ms. MARTIN. If I could comment. The Secretary of HUD has clearly identified homelessness as a number one problem for the administration and HUD, and he has communicated to me that HUD would continue the cooperating function of the interagency council and retain its staff so that that function could be carried out.

At this time, it is unclear what form it would take; and recently there has been communication with the Domestic Policy Council. And at some point there will be an announcement of the alternative structure of the interagency coordination activities.

Ms. ROYBAL-ALLARD. So the existing staff of the council, then, will just be absorbed by HUD; and they will continue the work.

Is that your understanding?

Ms. MARTIN. That is the current discussion at HUD, yes.

Ms. ROYBAL-ALLARD. So we won't be starting from scratch. We will be having these experienced people that will be taking over this role under HUD?

Ms. MARTIN. That is the current discussion, yes.

Ms. ROYBAL-ALLARD. Thank you.

Chairman GONZALEZ. Mr. Castle.

Mr. CASTLE. Thank you very much, Mr. Chairman. Following up on the previous line of questioning, I am looking at a memorandum of October 21, that I am sure that you are familiar with, concerning the Interagency Council on the Homeless from Carol Rasco, who, of course, is the Assistant to the President for Domestic Policy; and it basically confirms what you have said here. And, in fact, you are probably mentioned in here in a continuing role: The current members will serve as the new working group of the DPC. The Executive Director Marsha Martin could function in a joint capacity as liaison to the DPC. Secretary Cisneros has indicated that HUD will shoulder the cost of continuing the operations and administrative coordination functions of the council. This arrangement offers strengthened White House involvement on issues relating to homelessness as well as a neutral forum for the discussion and resolution of interagency issues.

I, unfortunately, just arrived late to this hearing; and so I am not familiar with everything that was said before. But is this in your mind, or in the mind of anyone at the table, a satisfactory solution to this problem? Or do you feel that we should go back to the original funding and structure?

It seems that this is a more streamlined version and a better way to function in order to get the White House more involved. I don't have personal knowledge.

Mr. TALISMAN. It is an interesting idea. We just had a dialog on it.

I think you are right, because the notion of elevating it—and it would be an elevation if it were placed in the White House structure—would be good.

The key, from my perspective, in having created the interagency council legislation in 1987 was to have a place of neutrality, that is to say, among the agencies, to arbitrate and do the things that are necessary, not that there are cat fights out there but, because of the way things function, to be able to have a place like that was a good idea.

To elevate it to the White House is a better idea, in my view, because of the President's own deep concern, along with a number of cabinet officers.

The copy list on that memorandum is extraordinary. It is a Who's Who.

Mr. CASTLE. I was not included in that list, by the way.

Mr. TALISMAN. Yes. I know. Me neither. But there is always hope.

But the major point is to have response from those people who are on the list—actually to have someone on the list pay attention. I know that the Secretaries of HUD and HHS and Veterans' Administration are deeply engaged in all of this.

But what is really interesting is there is no aspect of the government that is not involved or should be involved and fully engaged in the subject of ridding this country of homelessness and hunger. And it takes a full-fledged coordination that is beyond one agency. That is the point, so that if Ms. Rasco's intention can be followed through and made real, that would be splendid, and there would be a seamless kind of transition here.

Before you came in, we were talking about this very potential hiatus that could be created here right at the very moment that the oxygen is finally flowing and there is hope out there as well as realization in a number of ways that a lot of the initiatives are working. So we are in suspense at the moment except for this hearing this morning that focuses a laser light on it, which is really helpful.

Mr. CASTLE. I appreciate your answer, and I agree with something that you said, that it is very, very important that these programs be coordinated. We tend to diffuse our efforts to help in social problems by different agencies and different groups looking at it in different ways. I just didn't want to go down two parallel tracks when there might be one ultimate and best solution.

Mr. TALISMAN. There is one other comment I want to make before the hearing finishes. And that is that a lot of us who try to work—and a lot of other people harder than I—on the subject of homelessness and hunger in this country get very discouraged because, as you recognize, there is not a continuous, high-level focus on the problem of homelessness. The index is when people in Washington are people who go to work without noticing the shadows around them anymore. And it is almost a 5-minute cycle of attention in the history of anybody's life during the year after which it all disappears again. And the folks most in need don't have attention paid to them.

And anything like that that allows to have the attention focused in a serious way is really very vital for anybody out in the field trying to do something desperately. Because, without harping on it continuously, even if one isn't deeply religious, the notion that this country would tolerate continuously this state of affairs for any of its citizens is a mark of stain on this country. And so these hearings are very helpful.

Mr. CASTLE. For those of us involved in the homeless issue—and I was before on a local government level. I learned in the homeless area in particular, we in Delaware, where I am from, are best served by funding and working with the nonprofit religious agencies who do this and not having the government directly involved



in it. The government never seems to do it particularly well. But we have had some wonderful solutions in working with the ministry of CARE and other organizations in our State. And they have had some public subsidization.

But the more we got government in a coordinating role and removed from the direct delivery role, the better we did. And I think it is a goal we should be pointing to in this and a lot of the very difficult social delivery programs that we have in this country. But I appreciate your testimony on this.

Thank you, Mr. Chairman. I yield back.

Chairman GONZALEZ. Thank you, Mr. Castle.

Well, in the meanwhile, a real leader in housing has now arrived at the hearing, Congressman Frank. This year he opted to become chairman of the Subcommittee on International Development, and everything else that goes with it. As a result he couldn't continue his membership on the Housing Subcommittee. But he is really an ex officio member of the subcommittee and has been the author of the plan of the basic affordable housing amendments that we have placed sometimes together. Sometimes he has done it individually on everything from RTC to FDIC.

Mr. Frank also is on the Budget Committee. And I think he has some good news for us here on some aspects of this.

Mr. FRANK. Thank you, Mr. Chairman, for accommodating me. Of course, you know it is always unfortunately the homeless areas that are always the easy ones to come and talk at because they don't attract as many of our colleagues.

On the other hand, I was sorry that I didn't get on to the Housing Subcommittee; but it was good news in one major way because the reason I didn't get on was that the Housing Subcommittee became the most popular subcommittee, after years before when everybody wanted to get on to Financial Institutions.

It was a pleasant surprise to find that before the bidding got around to me, on the second round, that all of our freshmen Members wanted to be on Housing.

We have been talking with the administration on the budget package that they are announcing. As I was telling the chairman, I did represent him in some of these conversations. We did persuade them to leave public housing alone because that is a very important and underappreciated asset for the American people. And that is the area that we can report.

Other than that, I just wanted to come and acknowledge the leadership of the people who are here and listen as we make our effort to even find some more money next year.

Thank you.

We thought doing away with the council was a bad idea. When the President came in December and asked for a homeless task force and the Speaker decided to do that, I discussed it with the chairman and the chairman designated Mr. Vento to head it. We expressed our support for the interagency council at that time.

One of the things I was working on in the task force was the whole problem of the welfare hotels. That is obviously something that requires HUD and Health and Human Services to come together. There is no way to have a one-agency solution to the wel-

fare hotel problem. That requires flexibility in the AFDC spending that HHS has and HUD.

And then you get the Veterans Affairs Department. No one who knows this thinks that you can deal with this on a one-department basis.

Mr. TALISMAN. Mr. Chairman, in that connection, I discussed privately with you, a while ago, a case in which an elderly man who was disabled walked into a restaurant on the Hill where I was having lunch and collapsed next to my table. And he told me the story of having tried 12 times of trying to receive his SSI benefits, taking three buses to the Georgetown Social Security office.

As you know, when I worked here, I helped to create, for Mr. Vanik, the Social Security and the Oversight Subcommittees of Ways and Means, and had to handle these cases in our district in northern Ohio. And this was a classic of noncoordination of functions where the burden was on a 71-year-old man who couldn't walk, and he was due by law, according to the way I knew the law.

Hopefully, this kind of function we have been talking about this morning will allow the coordination that Mr. Frank is talking about to take place as a direct consequence of the initiatives involved, in addition to a niceness factor developing among those on the other side of the counter who are facing off people who really need help.

Chairman GONZALEZ. Ms. Roman.

Ms. ROMAN. I wanted to make one comment about the letter from the White House and Carol Rasco in terms of the continuing efforts of the council.

We would want to know what the structure of that continuing effort would be. If we are contemplating a task force in HUD but reporting to the Domestic Policy Council, we think structurally it would be difficult for it to actually function in an interagency way.

Our organizations would like to see what the recommendation is in more detail before we would feel comfortable that the important functions of the council, particularly in terms of the Federal plan and coordination and monitoring of the programs, could be performed.

Mr. FRANK. If I could, as I read this, they appear to be aware of that danger and not be moving that way when they ask that the current members serve as a work group for the Domestic Policy Council. HUD would be funding it.

Ms. ROMAN. If it is, in fact, a part of the Domestic Policy Council, that is very encouraging.

Mr. FRANK. The memo says, "as a neutral policy forum." That obviously means not one department. Not neutral on the question of homelessness. I would like for them to be at least leaning against homelessness. I assume they are.

But when they say "neutral," I assume that means departmental neutrality and a working group of the Domestic Policy Council.

Ms. ROMAN. If that is the case and that is the way it plays out, we would support that structure.

Mr. TALISMAN. It would be nice to get that affirmed from this subcommittee to the Domestic Policy Council.

Chairman GONZALEZ. Coming back to your other observation about coordination or lack thereof, I will go further. When we went

to the shelter for the hearing, I stayed—because members in the audience, that is those in the shelter and others, wanted to be heard. So I stayed there until about 3:45 p.m. and found out, for instance, that, after we saw real nice, clinical facilities and cooking and all that they were serving only one meal, and had been serving only one meal.

Then I had a precious little lady, very grandmotherly, who wanted to be heard; and it seems that she wanted to know: First, why that it was one meal, and that it wasn't very nutritious and; second, why couldn't she be in a position where she could cook her own food?

Well, of course, you know the answer to that. But, then I asked her, how long she had been there and why, and where was her home? Actually, her real home of record or residence was over in Maryland somewhere. She had been in the District and came to the shelter about the first month in January. But she had first tried to get into elderly housing. Now, there was no reason why that lady should be in an emergency shelter.

Then, two relatively young persons—well, in their thirties, middle or late, they asked to be heard. One of them said, "hey, did you know that efforts are being made to kick us out of the shelter?" So then that brought forth Ms. Carol Fennelly who said that what this person hasn't told you is that he has brought a suit to prevent us from evicting him. He had been there over 4 years.

You know, now, Mark, from the beginning, I said that if we were going to go into this palliative, known as program to help the homeless, that it should be, yes, emergency but temporary and that we should then concentrate on the root causes. So that brought me to several conclusions.

By the end of 1982, the statistics on foreclosures on homes was alarming. In Pittsburgh, it had reached over the peak point of the Depression period. That is, foreclosures on single-family dwelling units where families were being pushed out. That was when we first heard from the sheriff from Ohio, who is now the Congressman, Traficant, who became famous because he refused to foreclose, serve eviction papers. We brought him here, and he testified.

In Pueblo, Colorado, where the steel mill was closing, they were foreclosing and evicting at the rate at over 100 a month. You can imagine my sadness and whatnot when the following year, in the winter in San Antonio, while visiting the lineup of the homeless trying to get in at 6 p.m. to get a meal and sleep overnight, I met this young man, 37 years of age, who had parked his wife and kid with his in-laws and was headed south of San Antonio to see if he could find employment. He had lost his home in Pueblo, Colorado.

So there is such an interconnecting thing that this subcommittee really has oversight of. For instance, who would say that one of the reasons we are bringing forth the Federal Reserve Governors and the presidents and the Open Market Committee is because it is directly connected with this?

You say, what connection can there be? Everything. Interest rates; the value of the dollar. Nobody wants to discuss the fact that the dollar has lost two-thirds of its value in just 15 years as



against the deutchemark and the yen. And you say, what has that got to do with this? It is everything.

I hope by the time we finish our hearings people will realize why we should be more than just a little bit interested in the goings on there. You have people being thrown out of their homes, for instance, in my own area, even though two of them are not in my district, they are in the adjacent district—thank the Lord, we have been able to keep four widows in their homes. Each one hasn't been widowed more than 3 years. Fortunately, they involved FHA loans. And it took a lot of doing to get the use of the TMAC Program. It hasn't been used by the other administrations. I think this is the first administration we have been able to get to use it, to save this woman in her home. Otherwise, when she visited HUD 1½ years ago, realizing she was going to be facing a problem with the mortgage company, the HUD official there said, look, I had to face the same thing; I couldn't face my payments; so I am living with my mother. She was told she had to do the same thing. However, now we have a new Secretary—and I might say, Mark, you mentioned that I knew him. Yes, I have known his family since before he was born, and I have known him since he was born. And you may have read some stories in some of the commercial press or industry press about there being differences. Well, I don't know who or for what reason something is being attempted to be stirred up. However, there is not going to be any. There never has been before, and there certainly isn't any now.

But certainly he was sensitive to this eviction problem, and he was able to get the district director to say, wait a while. Would this woman qualify for a mortgage assignment program? She did and that was one case. Then we had three others.

Now, do you think the mortgage companies were going to forebear? Why, they weren't about to miss a chance to grab that home and make a lot of money on it. And so here we are now, full circle, trying to do something about a humiliating thing as far as we Americans are concerned. And the invisible ones—which you referred to in the doubling up—all around the country you have families two, three, living in one single-family shelter.

So here was this lady at the District shelter. I had the staff do what we could and we have very limited staff. They went and talked to her and talked to the director, and asked, "Why are you serving only one meal when we had the hearing in 1984." They were serving three squares then. She said it was because of lack of money.

Now I want to get to the DC Initiative. In the *Washington Post* article of September 21, which I asked to be placed in the record at the outset, the headline is "HUD Targets Homelessness In District, \$20 million Committed To Pilot Program in City." Then it gives actually the intentions.

Now it does say, though—what you said, Mr. Gray—that HUD, as a condition, mandated that the city have a specific or a new agency to handle that money. The disturbing thing is that the reporter quoted Carol Fennelly, who said, "she is concerned about moving homeless people off the streets. There are certain activities that are unconstitutional and illegal. We don't support the entire report," she said, referring to the implementation plan. And then

referral is made to the fact that there would be involuntary commitments. But questions are raised as to whether the funding is adequate, the possible involuntary commitment of homeless people, and the use of police officers to move homeless people off the streets.

Now *The New York Times* said the same thing in their report. Now, I wrote the Secretary and he responded that categorically that he was sensitive to my sensitivity about civil rights and that wasn't the intent, and so forth. But why these reports? They seem to be very positive, regarding the likelihood that that could happen.

Is that true, Mr. Gray?

Mr. GRAY. Mr. Chairman, let me say unequivocally that there is no intent on the part of this initiative, the District government or the Federal Government, to subject any people who are homeless to involuntary commitments unless they meet the existing conditions of our mental health laws. The Urban Act governs those decisions in the District of Columbia.

Perhaps in the initiative we were not as clear as we might have been in stating what our intent is. But first of all, our intent is to expand our outreach efforts to make additional efforts to try to induce people who are homeless, especially the hard to reach population, to come into services. That will be through expanded outreach using Action volunteers, VISTA volunteers. It will be through contracts that we have already begun to establish with nonprofit organizations to actually have, what I would refer to as street case managers to develop relationships with people who are homeless, to begin to bring them into the new drop-in centers that we envision, and hopefully to encourage them to take advantage of services. There is absolutely no intent on our part to involuntarily bring people into a commitment status or into services.

In fact, the reference to police officers in the plan was an effort on our part to try to indicate that we wanted to work with the metropolitan police department, especially as it moves forward with its community police efforts, to help them understand what it means to be homeless, to help them better understand how to develop some minimal relationships with people who are homeless and also to understand what service systems there are for people who are homeless in the District of Columbia so that they can, in fact, engage in some transition efforts to move people into services.

Again we are not changing the Urban Act; we are not stepping up any efforts to subject people to involuntary commitments. Our efforts will be on the end of encouraging people to become a part of our service system, unless, again, they meet the criteria of either becoming a danger to themselves or to others.

In the last analysis, if all of our efforts fail, then they will continue to enjoy all the constitutional and civil rights that the citizens of this Nation enjoy. So there is absolutely no intent to implement an initiative to involuntarily bringing someone into the services under some form of commitment.

Chairman GONZALEZ. HUD, as a precondition mandated that the District create an agency specifically to handle that money?

Mr. GRAY. Yes, Mr. Chairman, we have referred to it thus far as "the entity" because the details of that are still in the formative stages.

One of our eight task forces that has now been in place for 3 or 4 years is working specifically on that effort. I think, using the Vice President's National Performance Review as the backdrop, I think we too, at the State and local level, certainly would like to find ways to streamline bureaucracy in ways that get things done more quickly.

Like many jurisdictions, the District of Columbia government finds its personnel and procurement processes to be extraordinarily cumbersome and time consuming. Literally months may elapse before we can hire somebody or move to a contractual relationship to get services performed. We, too, already have moved substantially to a system in which the direct services are provided by the private sector, largely by the nonprofit sector. In fact, as we outsource as you know, our hypothermia services, the District government, then, as of November 1, will be engaged in no direct service delivery at all.

So recognizing that that is a service delivery strategy that we intend to pursue, we are looking for a mechanism that will make that happen in a streamlined and expeditious fashion. So the thought is to have a nonprofit corporation or a quasi-private corporation with a board of directors that would be empowered to engage in the coordination of the DC Initiative to engage in the contracting process, if you will, with the service delivery system and also, perhaps, to engage in some creative efforts around creating more affordable housing so that we can move some of the glut out of our emergency shelter system at present.

Mr. GRAY. So again the entity is not fully defined at this stage. It will be over the next 3 months. It then will be submitted to the council of the District of Columbia for whatever action has to be taken and, hopefully, will be a reality within the next several months.

Chairman GONZALEZ. Do you have any idea as to just what level, percentagewise, of that first year's \$7 million would go for overhead, administrative costs?

Mr. GRAY. I think virtually none. As a matter of fact, we will live within the regulations that HUD will develop for what can be devoted to administrative costs; but virtually all of our Federal programs now restrict us to 5 to 7 percent of whatever the pool of money is for administrative costs.

Also moving increasingly toward a service-delivery strategy involving the nonprofit sector, we would envision there being very little or no money being devoted to government functions; and that money would be out into the community in private sector organizations providing services. We also intend, through our own procurement laws, to ensure that even those organizations are restricted to a certain ceiling with respect to their own indirect costs and administrative overhead.

Chairman GONZALEZ. Ms. Martin stated in her portion of the testimony, having to do with the initiative that these activities would be contracted for. Now, how is that going to be done? Is that going to be done HUD/District jointly or—

Ms. MARTIN. It would be through the new entity that Vince Gray has identified. They would have the primary responsibility for the coordination of the services, development of new facilities, and



would be setting up the contractual relationships with the non-profits on the community level. So the Federal Government would not be directly contracting with nonprofits at all.

Chairman GONZALEZ. Well, the report says that \$20 million would be given to the District with no strings attached; but if that is the case, it would leave it up to the District to judge whether they needed a new agency or whether they could work with what administrative setup the District already has.

Second, the report says that by 1995 more than 2,050 individuals and families in the District will receive permanent housing, treatment, or job training according to the plan.

Now, what percentage would you envision of these monies being diverted for that use if you have \$7 million the first year—and how much, subsequent years?

Mr. GRAY. Seven the first year, seven the second year, and six the third year.

Chairman GONZALEZ. That is for a 5-year period stretchout; is that correct?

Mr. GRAY. Well, it is a 3-year period.

Chairman GONZALEZ. Three-year?

Mr. GRAY. Yes.

Chairman GONZALEZ. How much of that do you think you are going to have for construction?

Mr. GRAY. Well, again, the details that are being fleshed out at this point, HUD is in the process of developing regulations to govern how the money will be used.

One of the things that we see the opportunity—

Chairman GONZALEZ. Well, excuse me. If that is the case, then how can it be money with no strings attached?

Mr. GRAY. Well, the report I think does, Mr. Chairman, indicate the funding is predicated or conditioned upon the District establishing an entity that we talked about earlier; and also, in order to receive the second year funding, we must accomplish the first-year goals as set forth in the plan with respect to the number of beds that are to be developed. So there are conditions for us receiving the funding, so that we can measure whether there is progress achieved in the expenditure of funds at points of demarcation along this process; so at the end of the first year, there are two very clear conditions that we would have to have met in order to be able to be eligible for second-year funding.

With respect to the percentage that will be devoted to construction or housing versus services, that again is being fleshed out and determined at this point. One of the opportunities that we see in the District of Columbia is the opportunity to devote more of our resources to the service side.

Even though we have spent millions of dollars on services to people who are homeless, we recognize that those resources have been expended largely in an emergency shelter system and largely on the housing function, either for buildings to house singles or, until we moved away from it, the rental of hotels and motels; and even now the rental of apartments.

We think with the opportunity created by this initiative we can begin to create more permanent solutions, both through transi-



tional and permanent housing. The resources through the initiative would provide us an opportunity to do that.

We are fully committed to maintaining the current budget level, the current effort in the District of Columbia, but we are also just as committed to redeploying those resources so that more of our dollars can be devoted to the resources and services, more of the services that we know must be put in place if we are to truly have a continuum of care.

Chairman GONZALEZ. Fair enough. Because they have these very definite statistics as to what this money is going to do, then you have, well, if you do this the first year, well, then you get this the second year; and it seems to me that that has always been the problem. For instance, in the first year, 1981 when we got the first budget, it is the only time that a nonbudgetary committee ever had the Director of the Budget, Mr. Stockman, testify; and he later said that he regretted he came up here because he got on the record.

But it seems to me, and I hope it isn't the case here, that it is the old story of the old mythical city of Podunkville where the city fathers made a decision to build a new school house, but they had two conditions. First, you could not tear down the old until you built the new, but you couldn't build the new unless you used the material from the old, so, you know, what have you got? You've got nothing.

So I am for accomplishing what the Secretary says he wants to do; and therefore, I would be very grateful if we could look to having some information from time to time—without any burden; I don't want any undue burden—that we could receive from you. For instance, when the city council acts on whatever plan is presented, it would be helpful to us to have a report of that and the nature of the setup.

In the meanwhile, you have been most patient; and it is a little before noon, so I think you have enough time where you can get over and have a bite to eat, and I wanted to thank you very much. Your testimony is being given to all the members of the subcommittee.

These are very mixed up times, believe it or not, even at the beginning of this Congress; and so some of the Members had at least two other meetings to attend. But I, for one, want to express my profound gratitude to each and every one of you; and I, in turn, will communicate with you on the decision we make very soon as to how we will proceed to make sure that the entity really stays alive and ascertain exactly what it is the administration would be amenable to. I don't want to act unilaterally without knowing that that is what the administration wants.

So thank you very much. Unless any of you have any additional statements or observations, we will then consider the subcommittee adjourned until further call of the Chair.

Thank you very much.

[Whereupon, at 11:44 a.m., the hearing was adjourned, subject to the call of the Chair.]



A P P E N D I X

October 26, 1993

## OPENING STATEMENT OF CHAIRMAN HENRY B. GONZALEZ

HEARING ON THE INTERAGENCY COUNCIL ON THE HOMELESS AND THE DISTRICT OF  
COLUMBIA HOMELESS INITIATIVE  
Tuesday, October 26, 1993

I HAVE CALLED THIS HEARING IN ORDER TO ASSESS THE IMPACT OF THE RECENT ELIMINATION OF FUNDING FOR THE INTERAGENCY COUNCIL ON THE HOMELESS AND TO HEAR TESTIMONY ON THE DISTRICT OF COLUMBIA HOMELESS INITIATIVE.

THIS HEARING REPRESENTS THE SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT'S LONG-STANDING EFFORTS TO HIGHLIGHT THE NEED TO ADDRESS HOMELESSNESS ON A LONG-TERM BASIS WITH PERMANENT HOUSING SOLUTIONS, THROUGH A COHESIVE AND COORDINATED FEDERAL RESPONSE. THIS SUBCOMMITTEE WAS THE FIRST TO HAVE MAJOR HEARINGS ON HOMELESSNESS IN AMERICA IN DECEMBER 1982 WHICH BROUGHT NATIONAL ATTENTION TO THE PLIGHT OF THE HOMELESS.

THE SUBCOMMITTEE RECENTLY HELD A HEARING ON HOMELESSNESS IN THE DISTRICT OF COLUMBIA ON APRIL 23, 1993, IN THE COMMUNITY FOR CREATIVE NON-VIOLENCE (CCNV) SHELTER. THE SUBCOMMITTEE ALSO HELD A MARCH 23, 1993, HEARING ON THE NEED FOR PERMANENT HOUSING FOR THE HOMELESS AND HEARD TESTIMONY FROM HUD ON TWO SEPARATE OCCASIONS REGARDING BOTH HOMELESSNESS IN THE DISTRICT OF COLUMBIA AND THE INNOVATIVE HOMELESSNESS INITIATIVES DEMONSTRATION PROGRAM.

WITH THE ELIMINATION OF FUNDING FOR THE INTERAGENCY COUNCIL, I AM CONCERNED THAT THE FEDERAL GOVERNMENT HAS NOW LOST AN IMPORTANT SOURCE OF COORDINATION AND DISSEMINATION OF INFORMATION ON VITALLY-NEEDED FEDERAL PROGRAMS TO ASSIST THE HOMELESS IN LOCAL COMMUNITIES AND STATES ACROSS THE UNITED STATES. I AM VERY



CONCERNED THAT THE FEDERAL GOVERNMENT ALSO NOW LACKS A SUFFICIENT FEDERAL RESPONSE AND COORDINATION OF FEDERAL PROGRAMS TO ASSIST THE HOMELESS.

I ALSO REMAIN CONCERNED ABOUT MEDIA REPORTS THAT SUGGEST THAT THE D.C. HOMELESS INITIATIVE WILL REPRESENT THE INVOLUNTARY REMOVAL OF HOMELESS PERSONS FROM THE STREETS OF THE DISTRICT OF COLUMBIA. WHILE IT IS ENCOURAGING TO SEE AN ADMINISTRATION VIGOROUSLY WORKING WITH LOCALITIES TO PLAN AND IMPLEMENT STRATEGIES TO COMBAT HOMELESSNESS, I BELIEVE THE D.C. HOMELESS INITIATIVE IS A LIMITED EFFORT THAT FALLS SHORT IN ADDRESSING THE LONG-TERM NEEDS OF ASSISTING THE HOMELESS IN THE DISTRICT.

I AM ALSO CONCERNED THAT THERE ARE VERY FEW DETAILS AS TO THE NUMBER OF ACTUAL HOUSING UNITS WHICH WILL BE PROVIDED ON A LONG-TERM BASIS TO HOUSE THE HOMELESS, AND THE EXTENT TO WHICH THIS INITIATIVE WILL ONLY BE USED ON A SHORT-TERM, 2 YEAR BASIS, AND NOT ON ADDRESSING A LONG TERM SOLUTION TO END HOMELESSNESS IN THE DISTRICT OF COLUMBIA.

THE SUBCOMMITTEE HAS AUTHORIZED BOTH OF THESE PROGRAMS. THE INTERAGENCY COUNCIL ON THE HOMELESS WAS FIRST CREATED BY THIS SUBCOMMITTEE IN THE STEWART B. MCKINNEY HOMELESS ASSISTANCE ACT OF 1987. IT WAS REAUTHORIZED IN THE 1992 HOUSING ACT FOR FISCAL YEAR 1994 AT \$1.5 MILLION. THE INTERAGENCY COUNCIL HAS 17 FEDERAL AGENCIES AND DEPARTMENTS REPRESENTED ON THE COUNCIL, AND DISSEMINATES INFORMATION TO LOCALITIES AND STATES ON ALL FEDERAL PROGRAMS THAT ASSIST THE HOMELESS. DESPITE THIS AUTHORIZATION, THE RECENT FISCAL YEAR 1994 VA-HUD APPROPRIATIONS ACT FAILED TO FUND THE COUNCIL RESULTING IN PREMATURELY TERMINATING AND

STOPPING THE COUNCIL DEAD IN ITS TRACKS.

THE DISTRICT OF COLUMBIA HOMELESS INITIATIVE IS THE FIRST HOMELESS DEMONSTRATION PROGRAM ANNOUNCED BY THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE INNOVATIVE HOMELESS INITIATIVES DEMONSTRATION PROGRAM WHICH IS CREATED UNDER THE HUD DEMONSTRATION ACT OF 1993. THE HOUSE OF REPRESENTATIVES PASSED THE HUD DEMONSTRATION ACT ON OCTOBER 6, 1993, AND WE ARE NOW AWAITING THE PRESIDENT TO ENACT IT INTO PUBLIC LAW.

I NOW LOOK FORWARD TO THE TESTIMONY BY THE PANEL OF WITNESSES WE HAVE BEFORE US.

OCTOBER 26, 1993

OPENING STATEMENT  
BY CONGRESSMAN BRUCE F. VENTO  
AT THE HEARING OF THE HOUSING AND COMMUNITY  
DEVELOPMENT SUBCOMMITTEE  
ON THE INTERAGENCY COUNCIL ON THE HOMELESS  
AND THE DC HOMELESS INITIATIVE

Thank you, Mr. Chairman, for holding this timely hearing today to discuss the issues surrounding the future of the Interagency Council on the Homeless, developed with the original Stewart B. McKinney Act of 1987, and the D.C. Initiative for the Homeless that was just recently developed at the direction of HUD Secretary Cisneros.

As a supporter of the concept and of the Interagency Council on the Homeless, itself, I was disappointed at the action of the VA/HUD Appropriations Conference to defund the Council and its activities. While the Council has not been a perfect entity in the past, it has performed an important role and the ICH could and still can have a promising future in the new Administration. In the past, there may have been a disconnect between the theory for an ICH and the performance. Nonetheless, this is a clear example where we oughtn't throw the baby out with the bathwater -- defunding the Interagency Council on the Homeless will not bring about better communication, cooperation between departments. Nor will it direct the various Departments to acknowledge and act upon their responsibility to people in our society who are homeless. Ironically, Vice President Gore's National Performance Review actually recommends this type of

agency for the homeless issue - and the ICH should not have to be killed and pronounced dead to be reinvented -- or should I say resurrected!

Several Members of the Speaker's Task Force on the Homeless, including Chairman Gonzalez and myself, signed a letter (which I would like to include for the Record) to encourage the Administration to fully cooperate, support and maintain an interagency effort in the form of a homeless council, a task force or an otherwise appropriate body until such time as the council can have the funding restored.

The termination of explicit funding for the ICH could be a setback for federal programs for the homeless and for the federal plan that was ordered by President Clinton in May. I hope we will learn today whether such plans and recommendations have been formulated by the ICH. Our Speaker's Task Force letter recommends that to the extent the Departments are able, that they detail and/or designate staff for an interagency effort to promote continued communication and coordination between federal agencies and departments. This group of detailees/designees could be formulated under the auspices of or at the direction of the Executive Office of the President to



assure a high priority for the needed interagency efforts.

Again, I'd like to thank Chairman Gonzalez and our witnesses today. I look forward to the testimony and to a continued dialogue on the Interagency Council, the D.C. Initiative and all federal policies to prevent homelessness and assist persons in our country who are homeless.

# The Honorable Lucille Roybal-Allard

## *Statement*

on the  
Interagency Council on the Homeless  
&  
District of Columbia Homeless Initiative  
Subcommittee on Housing and Community Development

October 26, 1993

Mr. Chairman,

Thank you for holding this hearing on the Interagency Council on the Homeless and on the District of Columbia Homeless Initiative.

I would like to welcome our distinguished guests and thank them in advance for their testimony and for their efforts on behalf of the homeless.

I followed with great concern, as I am sure other members of the committee did, the process by which the Senate and House Conferees decided to eliminate the funding for the Interagency Council on the Homeless. I realize that in the past the Council has not always lived up to its full potential.

However, with a new secretary at HUD and with new leadership in the White House, we were beginning to see positive signs that the Council was on its way to becoming truly effective. Now, with the demise of the Council, the future of interagency cooperation on homeless issues is uncertain.

Everybody agrees that just providing a bed for the night is not a solution to homelessness. We must attack the root causes of homelessness, such as, inadequate education and job skills, substance abuse, and mental illness.

If we are to be successful in the fight against homelessness, we must work in partnership with state governments, local governments, nonprofits and the private sector. We must develop a cooperative and coordinated approach to the problems of homelessness, if we are to have a chance of success. The Interagency Council on the Homeless is critical to our accomplishing these goals and in eliminating the Council, I believe the Conferees have made a mistake.

With regard to the District of Columbia Homeless Initiative, it is the first of what I hope will be many initiatives that take an integrated and coordinated approach to eliminating the causes of homelessness.

We must do everything in our power to solve this nightmare of homelessness and I look forward to working with the Chairman and members of this committee to accomplish that goal.

Thank you, Mr. Chairman.

STATEMENT OF MARSHA A. MARTIN  
EXECUTIVE DIRECTOR, INTERAGENCY COUNCIL ON THE HOMELESS  
BEFORE THE SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT  
OF THE COMMITTEE ON BANKING, FINANCE AND URBAN AFFAIRS  
OCTOBER 26, 1993

Mr. Chairman and Members of the Subcommittee:

I am pleased to appear before you today to discuss the Interagency Council on the Homeless and the District of Columbia Homeless Initiative.

Homelessness remains one of the toughest problems facing this country. Although public and private agencies and volunteers operate numerous programs that provide sorely needed assistance, much work remains to be done. The country has suffered from a tremendous dearth in leadership on the subject of housing and homelessness. The promise that President Clinton and this Administration brought to countless Americans sleeping on the streets, in cars, transportation centers and other non-habitable places was truly inspiring and refreshing to me.

Early on, Secretary Cisneros made clear his intention to respond to homelessness. Not only did he make trips to shelters and to the streets, asking those most affected by homelessness what they needed, if anything, and how he could make a difference at HUD. He publicly discussed the need to address homelessness starting with the Federal agencies, not ending with them. With that, Secretary Cisneros made reducing the number of homeless families and individuals his number one priority. Then, as a solid sign that this Administration was taking the issue of homelessness head on, the Secretary appointed Andrew Cuomo, whom I had worked with closely in New York City and whose dedication and relentless efforts to provide housing for literally thousands of formerly homeless persons served as a model for all of us in our effort to address this complex issue.

Finally, Secretaries Donna Shalala and Jesse Brown, whose agencies administer programs of significant importance in preventing and ending homelessness, have both demonstrated a firm commitment to help those most in need in our society.

My career has allowed me to develop expertise as a provider of services to homeless individuals and families, as a social work researcher and educator, and as an innovator and administrator of homeless programs for Mayor David Dinkins in New York City. I have lectured and consulted extensively across the United States and authored numerous articles on homelessness.

I did not expect to leave New York, but, Mr. Chairman and members of the Subcommittee, when given the opportunity to join the Clinton Administration and to make an impact nationally in an area to which I have devoted my professional life, I did not have to think twice in making my decision.

As you know, the Interagency Council, which was established in 1987 under the Stewart B. McKinney Homeless Assistance Act, is comprised of the heads of 17 Federal agencies that have programs or authorities that can be used to assist homeless people. Currently, we have a staff of ten in Washington, and we are assisted by ten full-time Regional Coordinators who have been detailed to the Council by HUD. The Housing and Community Development Act of 1992 reauthorized the Council through October 1, 1994.

The first meeting of the Council during the Clinton Administration was held on May 19, 1993. HUD Secretary Cisneros was elected chairperson and Secretaries Donna Shalala and Jesse Brown were elected Co-Vice Chairs. On the same day, President Clinton issued an Executive Order that directed the 17 agencies that comprise the Interagency Council to develop a single coordinated plan for breaking the cycle of existing homelessness and for preventing future homelessness. The plan is to be submitted to the President in February 1994, nine months from the date of the order.

Since that meeting, we have worked to establish a short- and long-term agenda, obtain input for the new Federal Plan, and identify new directions and priorities. We have continued to:

- o develop and distribute numerous publications to assist State and local governments and homeless providers;
- o sponsor regional technical assistance workshops and interactive forums to provide up-to-date information on Federal programs and an opportunity for service providers to share information on workable homeless assistance strategies; and
- o work with the General Services Administration to transfer surplus food to nonprofit organizations serving the homeless.



We have also worked to:

- o make the Council a more effective advocate within the Federal Government for homeless people and the nonprofit agencies that provide services to them;
- o conduct a thorough review of the existing program structure and proposed administrative and legislative changes where they are warranted;
- o identify gaps in the current continuum of care as well as additional opportunities for integrating systems, improving targeted homeless assistance resources, and increasing access to mainstream Federal low-income assistance programs;
- o work closely with State and local governments to share models of effective interagency program coordination and increase their capacity to develop effective local solutions; and
- o redesign our workshops to enhance the level of technical assistance and substantive interaction among the participants.

The Council serves an important role in bringing together Federal agencies to coordinate diverse policies, programs, and issues for various homeless populations. It brings together Cabinet-level officials and senior staff from the member agencies to identify opportunities for improving delivery of programs and services. The Council also serves as a central resource for essential information for organizations serving homeless people.

The Clinton Administration holds addressing homelessness as a high priority. As you may know, the President included funding for the Interagency Council in his FY 1994 budget request, and Secretary Cisneros wrote to the House and Senate Appropriation Subcommittees on VA, HUD and Independent Agencies supporting the requested funding and expressing the need for the coordinating body. The White House, through the Domestic Policy Council, HUD, HHS, VA and the other member agencies of the Council remain firmly committed to the continuation of interagency coordination and activities. As soon as the Administration became aware that the Council would not be funded, it began examining a range of options to continue the Interagency Council mission and its interagency coordination and activities. It is my understanding the Administration will make an announcement shortly on the specific plan to accomplish this.

Because of your specific interest in the D.C. Initiative, I want to take a moment to speak about it. Secretary Cisneros and

D.C. Mayor Kelly recently announced their intention to develop, fund and implement a dramatically different approach to homelessness in the District. This effort, the D.C. Initiative, would serve as a national model for restructuring the Federal/local relationship in addressing homelessness.

As Chairperson of the Interagency Council on the Homeless, HUD Secretary Henry Cisneros invited the 17 member Federal agencies to join in this effort. The D.C. Initiative has drawn upon this unprecedented Federal and local government partnership, as well as local and private sector participation. A series of joint planning sessions and subcommittee meetings coordinated by HUD, the Council and the District Government were held with non-profit housing developers, service providers, advocacy organizations, homeless individuals, private foundations, neighborhood groups, local businesses and the investment banking community.

The recommendations of D.C. Initiative call for implementing the following objectives:

- o Replacing the current system of "shelters" with an approach that distinguishes between the diverse needs of homeless families and individuals, and employs a continuum of care model that consists of (1) comprehensive outreach and assessment, (2) transitional rehabilitative services, and (3) supportive permanent housing designed around the specific, individual needs of homeless families and individuals. The system includes strengthening efforts to prevent homelessness.
- o Recognizing the need for effective administration, and "reinventing" the management structure by streamlining existing government efforts and establishing a new public/private entity to coordinate and finance the implementation of the new homeless assistance system.
- o Entering into a social contract by which the government is willing to provide services to homeless persons in need, and the individual or family is responsible for participating in an effort to gain independent living skills and avail themselves of services and housing offered to them.
- o Recognizing the concerns of residents and businesses, as well as the well-being and need for improved living conditions of persons who are homeless, the Initiative seeks to end the use of public spaces by homeless persons as residences of last resort through a sensitive program of outreach and a continuum of care.

- o Increasing the availability of affordable housing for low-income District residents, and developing an equitable means outside of the homeless system for distributing affordable housing opportunities.

Included in the D.C. Initiative plan is a partnership agreement which outlines the District's commitment to produce or contract for the following housing facilities and other services over a two year period:

#### Single Adults

240 supportive housing placements for persons with  
mental illness  
400 substance abuse placements  
50 residential placements for persons with AIDS  
100 job training program opportunities  
160 Single Room Occupancy units

#### Families

1000 permanent housing placements (includes HOME and  
public housing)  
100 substance abuse placements

Cumulative Total: 2,050

The District must produce or contract for required activities during the first year to obtain the remaining funding for the D.C. Initiative.

The D.C. Initiative is a very important effort in developing national models to address homelessness.

The recent action by the House to approve HUD's Innovative Housing and Homeless Fund will enable us to expand this approach in other cities across the country.

Thank you for inviting me. I would be happy to answer any questions you might have.

October 26, 1993, hearing held by the  
Subcommittee on Housing and Community Development,  
entitled "Interagency Council on the Homeless and the  
District of Columbia Homeless Initiative"

QUESTIONS FROM CHAIRMAN HENRY B. GONZALEZ TO  
MS. MARSHA A. MARTIN

1. WHAT HAVE BEEN THE PREPARATIONS THUS FAR FOR THE FEDERAL PLAN REQUIRED BY THE PRESIDENT BY EXECUTIVE ORDER?
2. WHERE IS THE DATA THAT HAS BEEN COLLECTED FROM THE "TOWN HALL MEETINGS" THAT HAVE BEEN TAKING PLACE AROUND THE COUNTRY?
3. DOES THIS INFORMATION RELATE ONLY TO HUD OR TO OTHER AGENCIES?
4. HOW IS ANALYZING THIS INFORMATION FOR THE PLAN?
5. HAVE THERE BEEN INTERAGENCY MEETINGS AND INPUT FROM THE OTHER MEMBERS, BESIDES HUD, ON THE STRUCTURE OF THE FEDERAL PLAN AND THE DATA THAT THEIR AGENCIES COULD CONTRIBUTE TO THE PLAN?
6. SINCE YOU HAVE BEEN AT THE COUNCIL, WHAT PART OF THE BUDGET, INCLUDING STAFF TIME, HAS BEEN SPENT ON THE D.C. INITIATIVE?
7. IS THE D.C. INITIATIVE AN INTERAGENCY ENDEAVOR?
8. WHAT STAFF FROM OTHER AGENCIES HAS BEEN BROUGHT IN TO WORK ON THE D.C. INITIATIVE?
9. DID OTHER AGENCIES REVIEW THE PLAN FOR THE D.C. INITIATIVE?



RESPONSES FROM MARSHA A. MARTIN, EXECUTIVE DIRECTOR,  
INTERAGENCY COUNCIL ON THE HOMELESS TO  
QUESTIONS FROM CHAIRMAN HENRY B. GONZALEZ

1. What have been the preparations thus far for the Federal Plan required by the President by Executive Order?

In addition to preliminary discussions with representatives of the 17 member agencies of the Council, we have sponsored eight interactive forums to receive recommendations from government officials, nonprofit organizations and service agencies, and homeless people themselves. These planning and outreach efforts will continue throughout the fall and early winter months. Nine additional conferences are scheduled, and the Regional Coordinators of the Interagency Council on the Homeless will interview homeless people in over 40 shelters and other facilities around the country.

2. Where is the data that have been collected from the "town hall meetings" that have been taking place around the country?

Critical issues raised by participants in the forums have been noted and have been used to help focus the discussions in subsequent meetings. The attached survey was distributed during these meetings and mailed to over 12,000 additional individuals and organizations. The recommendations from the forums and surveys will be summarized and reflected in the Federal Plan.

3. Does this information relate only to HUD or to other agencies?

To date, the five top issues priority issues identified by those attending the interactive forums and responding to the mail questionnaires are: (1) affordable housing, (2) addressing the needs of the working poor, (3) homelessness prevention, (4) mental health treatment services, and (5) substance abuse treatment services. As you will note, they involve issues that cross a number of agencies. Of course, the number one issue is the lack of affordable housing.

4. Who is analyzing this information for the plan?

Staff of the Interagency on the Homeless are analyzing this information. This information will be shared with other agencies at interagency Federal Plan Working Group meetings.

5. Have there been interagency meetings and input from the other members, besides HUD, on the structure of the Federal

Plan and the data that their agencies could contribute to the Plan?

Yes. In July, we formed a working group comprised of representatives of the 17 member agencies. Each agency was charged with identifying opportunities for program improvements and innovative approaches. This group will continue to meet.

6. Since you have been at the Council, what part of the budget, including staff time, has been spent on the D.C. Initiative?

In May 1993, HUD Secretary Henry Cisneros invited the Council to participate in the development of the D.C. Initiative. Since that time, at least one Council staff person has worked on the Initiative full time. Two other staff persons have been involved on a much more limited basis. No Council resources other than staff time have been spent on the Initiative. HUD paid for the printing of the D.C. Initiative document.

7. Is the D.C. Initiative an interagency endeavor?

Yes. Over the summer, Council staff met with representatives of FEMA, HUD, HHS, VA, ACTION, Justice and other agencies to review their current programs in the District of Columbia and to encourage their participation. The agencies were very receptive to Secretary Cisneros' invitation.

8. What staff from other agencies have been brought in to work on the D.C. Initiative?

Staff from VA, FEMA, HUD, HHS and ACTION are actively participating in the Initiative by serving as coordinators of activities related to the D.C. Initiative within their respective agencies.

9. Did other agencies review the plan for the D.C. Initiative?

All agencies in the District of Columbia that are involved in human services and emergency assistance are involved in the D.C. Initiative, and many reviewed the plan. Council staff also distributed an initial outline of the plan to representatives of the member agencies for review and comment.

Attachment



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
THE SECRETARY  
WASHINGTON, D.C. 20410-0001

November 30, 1993

Dear Friend,

President Clinton has pledged his administration to the fight against homelessness. As part of that effort, the President has directed an Interagency Council to craft a Federal plan on homelessness.

An essential factor in this process is the input and advice of those who know the problem best - those people who work with persons who are homeless on a regular basis.

To that end, we have been consulting with elected officials, providers and homeless persons across the country. We invite you to be part of that process by giving us the benefit of your experience and insight. By December 20, 1993 please complete the enclosed questionnaire and return it to:

Federal Plan  
Department of Housing and Urban Development  
451 Seventh Street S.W. Suite 7274  
Washington D.C. 20410

We look forward to working with you in service to the poor and homeless in our country.

Sincerely,

A handwritten signature in dark ink, appearing to read "Henry G. Cisneros".  
Henry G. Cisneros

Enclosures

## Federal Plan Questionnaire

Name/Organization/Address (optional).

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Describe the geographical category and type of organization you represent.

Geographical CategoryType of Organization☐ Large metropolitan area☐ Service provider☐ Moderate to medium area☐ Advocacy organization☐ Rural area☐ City/county government☐ Other☐ State government☐ Federal government☐ Other

**Part I: Recommendations to Break the Existing Cycle  
of Homelessness and Prevent Future Homelessness**

(1) My recommendations for improving, streamlining and/or consolidating existing programs designed to assist homeless individuals and/or families are as follows:



(2) My recommendations for redirecting existing funding streams in order to strengthen linkages between housing, support, and education services are as follows:

(3) My recommendations for promoting coordination and cooperation among grantees, local housing and support service providers, school districts and advocates for homeless individuals are as follows:

(4) My recommendations for encouraging and supporting creative approaches and cost-effective local efforts to break the cycle of existing homelessness and prevent future homelessness, including tying current homeless assistance programs to permanent housing assistance, local housing affordability strategies, or employment opportunities are as follows:

## Part II: Ranking of Issues to be Addressed in the Federal Plan

In FY90 and FY91, staff of the Interagency Council on the Homeless conducted monitoring and evaluation meetings with focus groups in 47 states. Listed below are the issues most commonly raised during those meetings. Please review, list issues that you think should be addressed in addition to those listed and indicate, on a scale of 1 to 5, with 1 being highest priority and 5 being lowest priority, your preference in addressing in the Federal Plan.

- \_\_\_ Shortage of affordable housing options (accessibility, availability, suitability, problems posed by NIMBY)
- \_\_\_ Needs of working poor (jobs, sufficient income, health care, child care, transportation.
- \_\_\_ Need for adequate mental health treatment programs and more effective discharge policies by hospitals, prisons, the military and mental institutions.
- \_\_\_ Lack of adequate, appropriate treatment/aftercare programs for persons suffering from substance abuse, including single parents with minor children.
- \_\_\_ Concern over increasing numbers of homeless families.
- \_\_\_ Need for increased emphasis on preventing homelessness.
- \_\_\_ Lack of attention to issues related to rural homelessness, particularly transportation needs.
- \_\_\_ Need for increased emphasis on meeting the needs of homeless children and youth, particularly young males who cannot access traditional family shelters, adult shelters, or foster care.
- \_\_\_ Insufficient health care services coupled with increase of seriousness of health problems such as AIDS.
- \_\_\_ Inadequacy of State support, lack of overall anti-poverty policies.
- \_\_\_ Concerns over increasing homelessness among migrant workers/illegal aliens.
- \_\_\_ Need for transitional housing or supportive services for ex-offenders, parolees.
- \_\_\_ Inadequacy of services for victims of domestic violence and concern over increased incidence of domestic violence.
- \_\_\_ Declining public support for homeless programs.

- \_\_\_ Need for affordable child care for single-parent families.
- \_\_\_ Need for prevention/early diagnosis/outreach to veterans suffering from post-traumatic stress disorder (PTSD).

Please list and rank any additional concerns, issues you wish to see addressed:

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If you have any other recommendations, please attach additional sheets.

Thank you for your participation. By December 20, 1993 please return your completed form to:

Federal Plan  
 U.S. Department of Housing and Urban Development  
 451 7th Street, S.W. Suite 7274  
 Washington, D.C. 22410

If your mailing label is incorrect, please include changes or corrections with your completed form.

## QUESTIONS FOR

**MARSHA MARTIN**, Executive Director  
Interagency Council on the Homeless

**Submitted by Representative Roukema**

1. Secretary Cisneros and Assistant Secretary Cuomo have stated on several occasions that addressing homelessness is HUD's first priority. Now that the Council is a subsection of HUD, what specific actions does HUD advocate to end homelessness?

Much thought and effort has been given to solving the homeless crisis. Yet, families and people are still living in their cars or on the streets. Have you developed new ideas and paradigms for addressing the needs of the homeless?

Are more training, job and education programs necessary to move homeless families from transitional housing into a more permanent setting?

2. The D.C. Initiative is a major undertaking for the District and the Federal government is committing a great deal of money to the program. What role does HUD intend to play in this partnership throughout the two year demonstration with regard to providing technical assistance, oversight, and staffing?

3. You worked with Assistant Secretary Cuomo in New York. How much of the New York homeless plan and experience has been utilized in formulating policies and directives for the Interagency Council and the D.C. Initiative?

Has the New York plan been successful in addressing the needs of homeless families and individuals?



RESPONSES FROM MARSHA A. MARTIN, EXECUTIVE DIRECTOR OF THE  
INTERAGENCY COUNCIL ON THE HOMELESS TO QUESTIONS FROM  
CONGRESSWOMAN ROUKEMA

1. Secretary Cisneros and Assistant Secretary Cuomo have stated on several occasions that addressing homelessness is HUD's first priority. Now that the Council is a subsection of HUD, what specific actions does HUD advocate to end homelessness?

Much thought and effort has been given to solving the homeless crisis. Yet, families and people are still living in their cars or on the streets. Have you developed new ideas and paradigms for addressing the needs of the homeless?

Are more training, job and education programs necessary to move homeless families from transitional housing into a more permanent setting?

On May 19, 1993, President Clinton instructed the Interagency Council by Executive Order to develop a Federal Plan to address homelessness. The plan will include specific actions for all agencies with McKinney programs, including HUD, to reorganize, streamline and improve program administration.

As we have traveled around the country and discussed homelessness with government officials, nonprofit organizations and service agencies, and homeless people, we have heard many suggestions for assisting homeless people. There was consensus that one solution to homelessness is economic self-sufficiency through jobs, education and training programs.

It is important that each community ensure that it has a "continuum of care" which provides for a seamless system of services for persons who are homeless or at risk of homelessness. HUD is currently looking at ways to support efforts by communities to support such a continuum.

2. The D.C. Initiative is a major undertaking for the District and the Federal government is committing a great deal of money to the program. What role does HUD intend to play in this partnership throughout the two-year demonstration with regard to providing technical assistance, oversight, and staffing?

It is anticipated that HUD and the Interagency Council on the Homeless will continue an active involvement in the D.C. Initiative throughout the three year demonstration project.

3. You worked with Assistant Secretary Cuomo in New York. How much of the New York homeless plan and experience has been utilized in formulating policies and directives for the Interagency Council and the D.C. Initiative?

Has the New York plan been successful in addressing the needs of homeless families and individuals?

Many cities, including New York City, are effectively providing a range of services and programs for homeless families and single adults who need them. Most have concluded that more is necessary in the way of developing an integrated system. That is what the work regarding the New York City plan involved, and that is very much the focus of the D.C. Initiative as well. The key to providing a continuum of care is that housing and services be designed to meet the particular needs of a particular city. In the District of Columbia, for example, it was learned that there was an abundance of emergency services and an unmet need for permanent support and some transitional housing.

After 10-12 years of service provision and emergency shelter care, most cities have concluded that something more must be done to ensure continuity of care. Too many people are still falling through the cracks.

TESTIMONY  
BEFORE THE HOUSING SUBCOMMITTEE  
OF THE BANKING AND FINANCE COMMITTEE  
OF THE  
HOUSE OF REPRESENTATIVES

By Mark E. Talisman  
Co-Founder, National Emergency Food and Shelter Program

October 26, 1993

Mr. Chairman and Members of this Subcommittee:

It is always a pleasure and an honor to appear before my friend, the distinguished Chairman of this Subcommittee and Full Committee, Mr. Gonzalez. Having known you for over 20 years, I always respond when you call and that is why I am here today.

Otherwise, I cannot quite figure out why things turned out the way they did for the Interagency Council on the Homeless. As you know, I served here for a long time as a staffer with Congressman Vanik, including time associated with this very committee when Mr. Vanik was a member. I teach a lot about the legislative process, try and work within this system and teach children and college students to respect it. I even created forty half hours for prime time television on the workings of the three branches of government. Yet this situation of the disappearance of the Interagency Council on the Homeless really stumps me. It is a first.

As I understand it, a distinguished public servant, Marsha Martin, agreed to head what had been a federal body which was confused about its role in previous administrations. Ms. Martin came to Washington from New York with great credentials in this very area of blessed work, with the actual work effort to back up her fine notices. After a very short period of time, Ms. Martin and a newly energized and dedicated staff of the Interagency Council revved up this city and many parts of the Nation as they asserted the very coordinative role which had been envisioned for the Interagency Council when it was created in the McKinney Act.

As Secretary Cisneros began to fulfill his tough self-imposed and laudable mandate to bring housing to the people, the initiatives which he encouraged and began to see realized starting with the significant and creative but complicated housing initiative here in the District of Columbia were actually being coordinated and implemented through the superb assistance, guidance and sheer guts of Marsha Martin and her enthusiastic staff.

In fact, I had the personal privilege (a phrase I do not use lightly, Mr. Chairman) to participate in a briefing which Ms. Martin and her colleagues gave for members and staff of the National Emergency Food and Shelter Board around six weeks ago or so. It was edifying, sensitive to the fine points and subtleties of the community problems inherent in such initiatives and downright blunt and honest with all questions being taken and answered directly and frankly. It was really refreshing to hear a complex series of issues and problems addressed for what they were with no obfuscation--and no hiding behind big words either.

Then, I first heard word of an attempted program assassination--this one. I could not believe what I was hearing. The very program turn-around of the century was dead! As I looked into it, I was assured that the House would never let such a thing happen since everyone was interested in seeing that a lively but neutral address be available to assure implementation of the laudable goals of affordable transition and permanent housing for those huge numbers of people still stuck on our city streets, in rural areas of this country and in transit betwixt and between the two.

Then came the shocking headlines of last week which I know you felt deeply, Mr. Chairman, as did many of us. I don't get it, Mr. Chairman!



It seems to me that when a program idea is finally realized in an actual turn around as we all have witnessed under the leadership of Marsha Martin, each part of our government ought to back up fully these changes, encourage a lot more progress and be delighted that the program finally will help people who were meant to be served by the Interagency Council.

As for the D. C. Housing Initiative which has so carefully been stewarded by a team including Ms. Martin and her colleagues, the District has finally joined the local Emergency Food and Shelter Board membership. A large number of obstacles in the District are being peeled away. And, before the crude knifing of the Interagency Council intervened so rudely, progress was being made significantly toward development of the first serious calendar for real implementation of real programs.

That briefing I mentioned a moment ago, held around six weeks ago, dwelt at length on the densely detailed account of the progress and remaining challenges as soon from the Interagency Council's vantage point. Yet, without complaining, but with great and valuable enthusiasm, Ms. Martin and her associates recounted as if reexperiences the greatest triumphs of their lives, the many successes, some seemingly small and others clearly grand and great, which had already been racked up as a result of the very intense collaboration between the D. C. and Interagency Council and a host of other levels and groups.

Then the obituary was printed for the Interagency Council, right smack in the middle of these great successes which ironically come so hard on the heels of utter failures in previous years when there was not, as you know well Mr. Chairman, any interest we could detect, by those other Administrations to help our homeless kin in any meaningful ways at all. It was broken, and the Interagency Council got fixed in record time; it was up and running becoming finely tuned and doing great work and it got killed and that is a shame.

Yet, I hear whispers, Mr. Chairman, that this Administration, for whom we can have the highest regard in connection with their basic strong feelings to right wrongs like the national disgrace of homelessness and hunger, wants to fix this, too. I only wish the whispers would become shouts real soon so as not to lose one minute more in what must continue to be a totally coordinated and highly friendly war against these scourges which plague our people and country of homelessness and hunger. A great country like ours must indeed see to it that every citizen has place to sleep and that our babies do indeed go to bed at night having had their milk.



THE NATIONAL ALLIANCE TO END HOMELESSNESS, INC.

Testimony of

**Nan Roman**  
**Vice President of Policy and Programs**  
**National Alliance to End Homelessness**

on behalf of the

**National Alliance to End Homelessness**  
**National Coalition for the Homeless**  
**National Law Center on Homelessness and Poverty**

before the

**U.S. House of Representatives**  
**Subcommittee on Housing and Community Development**

Tuesday, October 26, 1993

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I am Nan Roman, Vice President of the National Alliance to End Homelessness. I want to thank the Subcommittee for inviting me here to speak with you today. I am here representing not only the Alliance, but also the National Coalition for the Homeless and the National Law Center on Homelessness and Poverty. The Alliance itself has 1,750 member organizations and together our three national organizations represent thousands of organizations around the country which provide housing and services, and are advocates for homeless people. We wish to express our deepest gratitude to the Chairman and members of the Subcommittee for holding this hearing to examine the need for an Interagency Council on the Homeless and the D.C. Initiative. Mr. Chairman, in 1991, the Alliance gave you our annual award for outstanding contributions to ending homelessness in our nation. In 1993, we gave this same award to another member of this Subcommittee, Mr. Bruce Vento. The trust we placed in your leadership has been amply justified, particularly in your concern for the Interagency Council on the Homeless and the D.C. Initiative.

I will first address the matter of the Interagency Council on the Homeless.

Mr. Chairman, our organizations believe that an effective Interagency Council on the Homeless is an essential element of any federal attempt to end homelessness. It is essential because homelessness is a cross-cutting issue. Homeless people need to receive assistance from many federal agencies and are affected by their policies. Among the programs which they need to use are AFDC, Medicaid, SSI disability, job training, veterans benefits, food stamps, child care, education, and, of course, housing assistance. The various agencies which provide this assistance must coordinate their efforts, and, for this coordination to succeed, all must feel that they are equal partners. This is the important function of the Interagency Council on the Homeless. In order to fulfill this function the Council needs to have the full and demonstrated authority of the President behind it. This is why it should not be housed in any one federal agency, but in the White House. The Alliance, the Coalition and the Law Center have independently recommended this course since the beginning of the Clinton Administration. This is no criticism of HUD. We believe that, despite the very best intentions and an unquestioned commitment to ending homelessness on the part of Secretary Cisneros and Assistant Secretary Cuomo, the Council cannot function effectively at HUD -- nor could it at any federal agency. An explanation of why the Council is needed will illustrate also why an effective Council should be located in the White House.

The Interagency Council on the Homeless is needed for two reasons. First, we need a centralized source of information on federal resources and policy relating to homeless people and those who serve them. We need the Council to compile information on NOFAs, rule changes, application deadlines and other matters relevant to organizations that assist homeless people. We need the technical assistance of Council staff to help such organizations with applications and program management issues. And, we need a general source of information on the nature and issues of homelessness. The Interagency Council on the Homeless can truly be government reinvented. It can be one-stop shopping for nonprofits, state and local governments, federal agencies and all of those who deal with homelessness. This important function requires a Council staff with adequate resources and a thorough knowledge of, and familiarity with, all of the relevant federal agencies.

Even more importantly, the Council has a critical policy role. It needs to coordinate and monitor all federal policy and programs relevant to homelessness. It needs to be pro-active in identifying needs, gaps, etc. and proposing solutions to problems. It needs to be a leader in developing a federal plan of action that will end the tragedy of homelessness. It needs to have the demonstrated support of the President so that it can garner the resources and cooperation of all its member agencies to implement such a plan. These functions were laid out in great detail in the statute authorizing the Council. They cannot be accomplished by a Council located at any one agency. It is our belief that the Council's failure to adequately address policy matters is due in large part to the fact that has not had behind it the full weight of Presidential leadership. To achieve such leadership, the Council should be an independent agency located in the White House.

What could an independent Interagency Council do?

- It could develop and implement a federal plan as was envisioned by the President in his May 21, 1993 Executive Order. The Council has never made progress toward a coordinated planning effort among all the agencies with the goal of ending homelessness. Furthermore, an independent agency would have behind it the authority of the President in its effort to implement such a plan.
- It could work with all federal agencies to ensure that their assistance to homeless people was effective. This could be accomplished both by monitoring existing federal programs and by working with the federal agencies to ensure coordinated planning and implementation of programs among agencies.
- An effective Interagency Council could provide information and technical assistance on the full range of federal programs to help the homeless.

In addition, it could do the following.

- An independent agency could provide guidance on how to evaluate the effectiveness of various programs.
- An independent agency could identify and fill information needs of the participating agencies, Congress and providers, and it could use the full weight of the President's leadership to accumulate the resources necessary to meet these needs.
- An independent Council could work with local and state governments and providers to see where the problems lie in coordinating assistance, communicate these coordination problems to the relevant federal agencies, and develop solutions.
- An independent Interagency Council could also provide leadership and technical assistance to localities on coordinating their delivery of assistance. Such coordination is desperately needed at the local level.

The federal response to homelessness requires more, not less, coordination and the necessity for coordination can only grow. We need an Interagency Council on the Homeless. Our organizations suggest that it be placed at the White House. We believe that this can be done with no statutory change. Because there is no appropriation for FY 1994, we request the Chairman's and the Subcommittee's assistance in encouraging each of the participating federal agencies to contribute funds to maintain Council operations. We propose that each of the seven principal agencies (HUD, HHS, Labor, Education, Veterans Affairs, Agriculture, and FEMA) contribute \$50,000 and donate the services of one staff person to the effort. Each of the

remaining ten member agencies would contribute \$10,000. As is required under the statute, HUD could provide administrative support in the form of two to three support staff. This would yield a budget of \$450,000 to pay the Executive Director and administrative, travel, printing and other costs, as well as a total staff of ten. Under this plan, there would be an aggregate federal staff reduction, with only one additional White House staff position; that of the Council's Executive Director. HUD would retain the Chairmanship of the Council, but in next year's authorization we would seek a rotating Chairmanship among the seven principal agencies.

The Alliance, the Coalition and the Law Center and their members and affiliates will continue to fight for an Interagency Council on the Homeless. It is our belief that such a Council is necessary to develop and implement a federal plan to end homelessness; to monitor and coordinate federal assistance to the homeless; and to provide information and technical assistance on federal programs and on the issue in general. Knowing of HUD's stated commitment to interagency cooperation, and its concern about the current Council's effectiveness, we hope that it will join us. And, Mr. Chairman and members of the Subcommittee, we hope that you will also support our efforts.

I will now briefly address the D.C. Initiative. Our organizations are concerned about the Initiative insofar as it, and other jurisdictions funded by the Innovative Homeless Initiatives Demonstration Program, are intended to be models for other cities. In this context, we have several thoughts, which we have also shared with HUD.

First, the purpose of the federal funding is somewhat unclear to us. Is it meant to fill service and housing gaps, or is it meant to be spent on building the coordination infrastructure? Certainly, both of these are critical needs and deserve support, although of widely varying magnitudes. However, if the principal function is filling gaps, \$20 million over two years is unlikely to be adequate to complete a comprehensive "continuum of care." In addition, we must look at the continuation of funding beyond the two year term envisioned. If the purpose is to encourage coordination, more attention should be paid to the process by which coordination is accomplished and evaluated, and what the outcome is, relative to the cost. It seems that the goal is some combination of these, but in order to evaluate the results of the models generated by this program the purpose of federal funding should be made clear.

Second, there must be formal mechanisms for ensuring the genuine participation of all relevant parties in the planning and coordination efforts of any jurisdiction participating in the program. In particular, there must be outreach to community-based organizations and homeless people to ensure their formal involvement throughout the planning process. Without real participation in planning and coordination by all partners, no initiative can hope to succeed.

And, finally, there must be the assurance of a maintenance of effort by local jurisdictions receiving federal funding from the Innovative Homeless Initiatives Demonstration Program. Jurisdictions should not use the new infusion of federal funds to replace funding for existing housing, service or other programs.



In summary, the National Coalition for the Homeless, the National Law Center on Homelessness and Poverty and the National Alliance to End Homelessness will continue to work for an effective, independent Interagency Council on the Homeless. We ask for your support to continue, in a meaningful way, the work of the Council during the coming year and we look forward to working with you to reauthorize it next year. In addition, we will continue to watch the D.C. Initiative for its benefits as a national model. We would be happy to work with you and HUD in the implementation of this new program.

Mr. Chairman and members of the Subcommittee, on behalf of the Law Center, the Coalition and the Alliance, I thank you for your leadership on this issue and for inviting us to testify before you today.

## QUESTION FOR

**NAN ROMAN**, Vice President, Policy and Programs,  
National Alliance to End Homelessness, also on behalf of  
the National Coalition for the Homeless and the  
National Law Center on Homelessness and Poverty

**Submitted by Representative Roukema**

Much thought and effort has been given to solving the homeless crisis, including the D.C. Initiative. Do you have any suggestions or new paradigms for solutions which should be included to make the Initiative successful?



THE NATIONAL ALLIANCE TO END HOMELESSNESS, INC.

January 21, 1994

TO: Representative Marge Roukema

FROM: Nan Roman  
Vice President  
National Alliance to End Homelessness

SUBJECT: Response to Question Submitted in Reference to Testimony Before the Subcommittee on Housing and Community Development on October 26, 1993

The plan for the D.C. Initiative, on the whole, adequately assesses the problem of homelessness in the District. It correctly places greater emphasis than we now have on outreach (that is, on bringing people into the assistance system), and on permanent housing. Although it does a good job of assessing the problem, it cannot provide adequate resources to solve it. It is our presumption that "the entity" envisioned in the Initiative will be responsible both for raising additional resources and for distributing scarce resources by setting priorities.

Ms. Roukema, the solution to homelessness is no mystery. People are homeless because they do not have homes. Their first need, then, is for permanent housing. In order to help them lead stable lives in such housing, they may also require assistance to increase their incomes and some on-going social service assistance. Their second need, then, is to be fit into a system of assistance.

The first step in delivering housing and service assistance is outreach. Virtually by definition, homeless people have not had successful experiences with the assistance system (if they had, presumably they would not be homeless). Many are wary of this system and unwilling to become involved with it because they do not perceive its benefits. Additionally, a significant percentage of homeless people have substance abuse illness, mental illness or other diseases. Often, these diseases have been exacerbated by their homelessness -- or even caused by it. As with domiciled people who suffer from such illnesses, successful treatment generally requires

some complicity on the part of the person who is ill. It may take extensive outreach efforts to engage such people in the services system.

Once people are engaged in the system, their needs can be assessed and the effort can begin to meet them. While many homeless people do have service and income needs, it is our belief that services and income support can, in most cases, best be delivered to people who have a permanent place to live. This has the added advantage of hooking them into the "mainstream" service programs that can assist them long term. In this way we avoid creating a parallel system of homeless services and housing, which is not only expensive but which cannot provide assistance after someone moves into permanent housing. Although some people need transitional housing, it is our belief that this number is small.

The key, of course, is making sure that there is an adequate supply of housing, services and income programs. To accomplish this there must be coordination within the public sector, and between the public and the private, nonprofit sector. There are numerous models of this type of coordination, such as UNITY in New Orleans and the Homeless Services Network in St. Louis. We need more models, however, and more encouragement for localities to engage in such coordination. Coordination mechanisms must be able to identify gaps in assistance and determine how they are to be filled. Where there are not adequate resources to meet the needs, they must set priorities.

Funds available in the Innovative Homeless Demonstration Program are not adequate to fill the gaps in the network of housing, services and income available to homeless people. They are adequate, however, to help and encourage cities to assess the local homelessness situation (including needs for outreach, housing, services and income assistance); to assess the resources available to meet the needs; to identify the gaps ; to set priorities; and to coordinate the delivery of assistance. While no one model is good for every locality, the need for such efforts is universal, and with suitable goals and objectives, the funding could well be put to this use.

STATEMENT OF  
VINCENT C. GRAY, DIRECTOR  
DISTRICT OF COLUMBIA DEPARTMENT OF HUMAN SERVICES  
BEFORE  
THE SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT  
OF  
THE COMMITTEE ON BANKING, FINANCE AND URBAN AFFAIRS  
U.S. HOUSE OF REPRESENTATIVES  
HEARING ON  
THE INTERAGENCY COUNCIL ON THE HOMELESS  
AND  
THE D.C. INITIATIVE  
OCTOBER 26, 1993



GOOD MORNING CHAIRMAN GONZALEZ AND MEMBERS OF THE SUBCOMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT, COMMITTEE ON BANKING, FINANCE AND URBAN AFFAIRS. I AM VINCENT C. GRAY, DIRECTOR OF THE DISTRICT OF COLUMBIA DEPARTMENT OF HUMAN SERVICES AND CHAIRPERSON OF THE DISTRICT OF COLUMBIA ("DISTRICT") INTER-AGENCY HOMELESS COORDINATING COUNCIL. I AM PLEASED TO BE HERE TODAY TO TESTIFY ON BEHALF OF MAYOR KELLY AND THE DISTRICT GOVERNMENT WITH RESPECT TO THE INTERAGENCY COUNCIL ON THE HOMELESS AND THE D.C. INITIATIVE. JOINING ME ARE ENID SIMMONS, DIRECTOR OF THE OFFICE OF PLANNING AND EVALUATION, EXECUTIVE OFFICE OF THE MAYOR; MILTON BAILEY, DEPUTY DIRECTOR, DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT; CLAUDIA BOOKER, REPRESENTING THE DIRECTOR OF THE DEPARTMENT OF PUBLIC AND ASSISTED HOUSING; JAMES BUTTS, ADMINISTRATOR, INCOME MAINTENANCE ADMINISTRATION, DEPARTMENT HUMAN SERVICES; DR. ROBERT KEISLING, ADMINISTRATOR, ADULT SERVICES ADMINISTRATION, DEPARTMENT OF HUMAN SERVICES; AND HELEN KEYS, CHIEF, OFFICE OF EMERGENCY SHELTER AND SUPPORT SERVICES, DEPARTMENT OF HUMAN SERVICES.

THE INTERAGENCY COUNCIL HAS BEEN A VALUABLE CLEARINGHOUSE FOR INFORMATION ON HOMELESS INITIATIVES IMPLEMENTED BY LOCAL GOVERNMENTS AND HAS BEEN INSTRUMENTAL TO OUR EFFORTS TO FORMALIZE THE D.C. INITIATIVE BY FACILITATING OUR ACCESS TO KEY FEDERAL GOVERNMENT AGENCIES. THE PARTNERSHIP BETWEEN THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT ("HUD"), KNOWN AS THE D.C. INITIATIVE, IS A PROMISING, AMBITIOUS, INNOVATIVE INTERDISCIPLINARY, APPROACH TO ENDING HOMELESSNESS THAT WE HOPE WILL BE A MODEL FOR LOCAL GOVERNMENTS NATIONWIDE.

THE DISTRICT OF COLUMBIA, LIKE OTHER MAJOR URBAN AREAS ACROSS THE NATION, HAS EXPERIENCED AN ALARMING INCREASE IN THE NUMBER OF HOMELESS PERSONS AMONG ITS CITIZENS OVER THE PAST DECADE.

- o IN 1975, THE DISTRICT GOVERNMENT MAINTAINED TWO SMALL EMERGENCY FACILITIES WITH ABOUT 100 UNITS AND AN ADDITIONAL 200 SINGLE MEN AND WOMEN WERE SERVED THROUGH PRIVATE FACILITIES. THE DISTRICT GOVERNMENT WOULD CONTRACT WITH PRIVATE PROVIDERS IF MORE SHELTER CAPACITY WAS NEEDED. CHARITABLE ORGANIZATIONS FED APPROXIMATELY 400 PERSONS DAILY. VIRTUALLY NO ONE LIVED ON THE STREETS.
  
- o BY 1981, IT BECAME NECESSARY TO EXPAND THE DISTRICT GOVERNMENT'S SHELTER CAPACITY TO ACCOMMODATE 600 MEN, WOMEN AND CHILDREN AND THE NUMBER OF DISTRICT GOVERNMENT OPERATED FACILITIES GREW FROM TWO TO FOUR. AN ADDITIONAL 200 FAMILIES WERE PROVIDED VOUCHERS FOR SHELTER AT HOTELS AND MOTELS.
  
- o IN 1989, THE DISTRICT GOVERNMENT SHELTERED MORE THAN 11,018 SINGLE ADULTS AND 2400 FAMILIES AT A COST OF \$40 MILLION ANNUALLY AND THE NUMBER OF HOMELESS PERSONS "LIVING" ON THE STREETS HAD INCREASED DRAMATICALLY.

THE INCREASE IN THE NUMBER OF HOMELESS PERSONS IS IN LARGE PART THE PRODUCT OF TWO PHENOMENA OF THE 1980s: 1) A SIGNIFICANT INCREASE IN POVERTY AND SOCIAL ILLS COUPLED WITH A SEVERE REDUCTION IN FEDERAL FUNDING FOR SOCIAL SERVICE PROGRAMS TO ASSIST THE POOR AND 2) A DRASTIC DECREASE IN FEDERAL FUNDING FOR HOUSING PROGRAMS FOR LOW INCOME PERSONS. THE INCREASE IN POVERTY AND DECREASE IN HOUSING PROGRAMS, EXACERBATED BY THE RECESSIONARY ECONOMY THAT HAS CHARACTERIZED THE 1990s, PROVED TO BE A RECIPE FOR HOMELESSNESS IN EPIDEMIC PROPORTIONS.

THE NATIONAL COALITION FOR THE HOMELESS ESTIMATES THAT THERE ARE

APPROXIMATELY 3 MILLION HOMELESS PERSONS IN THE UNITED STATES; A FIGURE THAT, WHILE LARGE, REPRESENTS, AT BEST, A GOOD FAITH EFFORT TO ACCOUNT FOR A POPULATION THAT DOES NOT USUALLY MAKE ITSELF AVAILABLE TO CENSUS TAKERS. OVER THE PAST FIVE YEARS THE DISTRICT GOVERNMENT HAS SPENT APPROXIMATELY \$100 MILLION IN LOCAL AND FEDERAL FUNDS IN ITS EFFORT TO MEET THE NEEDS OF HOMELESS PERSONS IN THE DISTRICT OF COLUMBIA ALONE. LOCAL CHARITABLE ORGANIZATIONS HAVE SPENT ADDITIONAL MILLIONS.

DESPITE THE TREMENDOUS COMMITMENT OF PUBLIC AND PRIVATE DOLLARS, HOMELESSNESS REMAINS ONE OF THE MOST PERSISTENT AND COMPLEX CHALLENGES THAT THE DISTRICT GOVERNMENT FACES. THOUSANDS OF DISTRICT GOVERNMENT PERSON-HOURS HAVE BEEN DEVOTED TO EVALUATING PAST EFFORTS, AND FASHIONING AND IMPLEMENTING NEW INITIATIVES TO MEET THE CHALLENGE. OUR ANALYSIS HAS LED US TO CONCLUDE THAT HOMELESSNESS DOES NOT LEND ITSELF TO ONE DIMENSIONAL SOLUTIONS LIKE PROVIDING SHELTER SERVICES ALONE. INSTEAD, THE ERADICATION OF HOMELESSNESS DEPENDS UPON THE ESTABLISHMENT OF A SUPPORTIVE, COMMUNITY NETWORK, AS ENVISIONED BY THE D.C. INITIATIVE, THAT HELPS HOMELESS PERSONS ADDRESS THE EMOTIONAL, INTELLECTUAL, HEALTH, EMPLOYMENT, EDUCATIONAL, SOCIAL AND ECONOMIC DYNAMICS THAT ARE THE CAUSES OF HOMELESSNESS.

THE PROFILE OF THE DISTRICT'S HOMELESS POPULATION SUPPORTS OUR CONCLUSION. OUR HOMELESS POPULATION CONSISTS OF FIVE PRIMARY SUBPOPULATIONS: 1) SINGLE ADULTS WITH SPECIAL NEEDS; 2) SINGLE ADULTS WITH SHORT-TERM NEEDS; 3) FAMILIES WITH SPECIAL NEEDS; 4) FAMILIES WITH SHORT-TERM EMERGENCIES; AND 5) MARGINALLY HOUSED FAMILIES.

- 1) AN ESTIMATED 3400 SINGLE ADULTS WITH SPECIAL NEEDS CONSTITUTE APPROXIMATELY 60 PERCENT OF ALL PERSONS USING THE DISTRICT GOVERNMENT SHELTER SYSTEM. THIS POPULATION REQUIRES INTENSIVE ASSISTANCE FOR MENTAL ILLNESS, CHEMICAL ADDICTION AND HIV/TB INFECTION; INCLUDES MOST OF

THE APPROXIMATELY 1200 TO 1500 INDIVIDUALS WHO LIVE ON THE DISTRICT'S STREETS; AND APPEARS TO USE SHELTER OR PUBLIC SPACE INTERMITTENTLY AND INTERCHANGEABLY.

- 1
- 2) SINGLE ADULTS WITH SHORT TERM NEEDS INCLUDE INDIVIDUALS WHO ARE TEMPORARILY HOMELESS DUE TO FIRES, BUILDING CONDEMNATIONS, COLD WEATHER EMERGENCIES, THREATENED EVICTION OR NON-PAYMENT OF RENT. PERSONS IN THIS GROUP DO NOT REQUIRE THE INTENSIVE SPECIAL SERVICES ASSOCIATED WITH MENTAL ILLNESS, CHEMICAL ADDICTION OR MAJOR MEDICAL DISABILITIES AND SOME ARE EMPLOYED.
- 3) HOMELESS FAMILIES WITH SPECIAL NEEDS CONSTITUTE APPROXIMATELY 20 PERCENT OF EXISTING SHELTER RESIDENTS. THESE FAMILIES USE THE EMERGENCY SHELTER SYSTEM REPEATEDLY AND HAVE LIVED IN PRECARIOUS AND UNSTABLE HOUSING SITUATIONS. THE ADULT MEMBERS OF THE FAMILIES OFTEN SUFFER FROM CHEMICAL ADDICTION AND MAJOR MEDICAL ILLNESSES, AND DOMESTIC VIOLENCE IS PREVALENT.
- 4) WE ESTIMATE THAT FAMILIES WITH SHORT-TERM EMERGENCIES REPRESENT A SIGNIFICANT PERCENTAGE OF THE FAMILIES IN THE DISTRICT'S SHELTER SYSTEM. LIKE THE SINGLE ADULTS WITH SHORT-TERM EMERGENCIES, THESE FAMILIES ARE TEMPORARILY DISPLACED FROM THEIR HOMES DUE TO FIRES, COLD WEATHER EMERGENCIES, EVICTIONS, AND BUILDING CONDEMNATIONS. PROBLEMS ASSOCIATED WITH MENTAL ILLNESS, SUBSTANCE ABUSE AND HIV INFECTION ARE NOT PREVALENT AMONG THIS GROUP AND ARE NOT THE CAUSE OF THEIR HOMELESSNESS.
- 5) MARGINALLY HOUSED FAMILIES LIVE IN DOUBLED UP ARRANGEMENTS OR DILAPIDATED HOUSING, OR ARE ON THE VERGE OF EVICTION. THIS GROUP INCLUDES TEEN-AGED PARENTS AND FAMILIES THAT HAVE BEEN DEPENDENT ON WELFARE BENEFITS FOR LONG PERIODS OF TIME. MARGINALLY HOUSED FAMILIES USE

SHELTERS AS ONE OF A SERIES OF MAKESHIFT LIVING ARRANGEMENTS.

WE HAVE ALREADY BEGUN TO CHANGE OUR SERVICE DELIVERY SYSTEM IN RESPONSE TO THE PROFILE OF HOMELESS PERSONS AND THEIR NEEDS:

- o WE HAVE ELIMINATED THE USE OF HOTELS AND MOTELS TO PROVIDE SHELTER TO FAMILIES, EXCEPT FOR 50 ROOMS WHICH FORM THE BEGINNING OF AN ASSESSMENT APPROACH FOR FAMILIES ENTERING THE SYSTEM FOR THE FIRST TIME. NINETY PERCENT OF OUR FAMILIES NOW ARE SERVED IN APARTMENT UNITS. THE ELIMINATION OF THE USE OF HOTELS AND MOTELS HAS IMPROVED SERVICE PRACTICE AND ALSO IS COST EFFECTIVE.
- o WE HAVE IMPROVED ACCESS TO BENEFITS FOR FAMILIES IN NEED OF AFDC, MEDICAID, AND FOOD STAMP SERVICES.
- o THROUGH A CONTRACTUAL ARRANGEMENT, WE HAVE DEVELOPED EXPANDED CASE MANAGEMENT SERVICES FOR FAMILIES. OUR CONTRACT WITH LUTHERAN SOCIAL SERVICES PROVIDES CASE MANAGEMENT AND OTHER SOCIAL SERVICE SUPPORTS TO 300 FAMILIES IN THE SHELTER SYSTEM AND WE CONTINUE TO PROVIDE SUPPORT AFTER THE FAMILIES ARE PLACED INTO TRANSITIONAL OR PERMANENT HOUSING.
- o THE PHYSICAL CONDITIONS IN SHELTERS FOR SINGLES HAVE BEEN RENOVATED AND IMPROVED. WE ARE PURCHASING TRAILERS, WHICH AT SEVERAL SITES PROVIDE SEVERAL HUNDRED BEDS NIGHTLY FOR HOMELESS SINGLES. UNTIL RECENTLY, THE TRAILERS WERE LEASED.
- o BEGINNING NOVEMBER 1, 1993, HYPOTHERMIA SERVICES WILL BE CONTRACTED OUT AND EXPANDED. THIS NEW, COMPREHENSIVE OUTREACH EFFORT WILL INCLUDE A HOTLINE AND VANS FOR PICKUP ON NIGHTS WHEN THE TEMPERATURE DIPS BELOW 32



DEGREES. LAMINATED CARDS WILL BE DISTRIBUTED WITH INFORMATION ON AVAILABLE SHELTERS AND POSTERS INCLUDING SIMILAR INFORMATION WILL BE CIRCULATED.

- o THE DISTRICT GOVERNMENT HAS BEGUN TO DEVELOP CAPACITY TO SERVE THE HARD-TO-REACH POPULATION OF "STREET PEOPLE" WITH MENTAL HEALTH PROBLEMS. THROUGH TWO PRIVATE PROVIDERS, ANCHOR MENTAL HEALTH AND JMC ASSOCIATES, THE DISTRICT GOVERNMENT HAS CONTRACTED FOR OUTREACH CASE MANAGEMENT AND 200 UNITS OF HOUSING.

DESPITE IMPROVEMENTS IN OUR SYSTEM, IT IS CLEAR THAT THE DISTRICT GOVERNMENT, LIKE VIRTUALLY EVERY LOCAL AND STATE GOVERNMENT IN THIS NATION WHERE HOMELESSNESS PERSISTS, HAS CONTINUED TO OPERATE ESSENTIALLY AN EMERGENCY SHELTER PROGRAM WHILE A MORE EXTENSIVE "CONTINUUM OF CARE" IS REQUIRED TO ADDRESS EFFECTIVELY THE PROBLEM OF HOMELESSNESS. HOWEVER, NO LOCAL OR STATE GOVERNMENT CAN TACKLE ALONE THE COMPLEX, SEEMINGLY INTRACTABLE PROBLEMS ASSOCIATED WITH HOMELESSNESS. FEDERAL SUPPORT IS ESSENTIAL IF WE ARE TO CREATE ENDURING SOLUTIONS. WE ARE PLEASED THAT THE CLINTON ADMINISTRATION HAS ACKNOWLEDGED THE NEED FOR FEDERAL SUPPORT.

SOON AFTER THE CLINTON ADMINISTRATION ASSUMED THE REINS OF LEADERSHIP, MAYOR SHARON PRATT KELLY AND SECRETARY HENRY CISNEROS, U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, BEGAN TO DISCUSS THE POTENTIAL FOR A FEDERAL/DISTRICT PARTNERSHIP TO CREATE A MODEL SERVICE DELIVERY SYSTEM TO ADDRESS THE VARIED NEEDS OF PEOPLE WHO ARE HOMELESS IN THE DISTRICT. AFTER NUMEROUS DISCUSSIONS AND SEVERAL VISITS TO DISTRICT SHELTERS AND LATE EVENING TOURS OF DISTRICT STREETS BY SECRETARY CISNEROS, MAYOR KELLY AND SECRETARY CISNEROS ANNOUNCED ON JUNE 10, 1993, THEIR INTENTION TO DEVELOP A MARKEDLY DIFFERENT APPROACH TO HOMELESSNESS IN THE DISTRICT; AN APPROACH THAT HOPEFULLY WILL SERVE AS A NATIONAL MODEL FOR OTHER CITIES TO EMULATE.

IN THE MONTHS THAT FOLLOWED, AN UNPRECEDENTED PLANNING EFFORT, INVOLVING SEVERAL HUNDRED PEOPLE, UNFOLDED TO DEVELOP A BLUEPRINT FOR THE D.C. INITIATIVE. THAT PLANNING EFFORT INVOLVED A PARTNERSHIP CONSISTING OF THE FOLLOWING "SEVEN CORNERS":

- o NOT-FOR-PROFIT HOUSING DEVELOPERS, SERVICE PROVIDERS AND ADVOCACY ORGANIZATIONS;
- o PRIVATE FOUNDATIONS;
- o LOCAL BUSINESSES AND THE INVESTMENT BANKING COMMUNITY;
- o NEIGHBORHOOD GROUPS;
- o THE DISTRICT GOVERNMENT;
- o THE FEDERAL GOVERNMENT; AND
- o PEOPLE WHO ARE HOMELESS.

COOPERATION BETWEEN THE FEDERAL AND DISTRICT GOVERNMENTS THROUGHOUT THE DEVELOPMENT OF THIS PLAN HAS BEEN CONTINUOUS AND ESSENTIAL TO THE PROGRESS ACHIEVED TO DATE. THERE VIRTUALLY WAS NOT A DAY OVER THE PAST FIVE MONTHS WITHOUT A MEETING OR OTHER COMMUNICATION BETWEEN DISTRICT AND FEDERAL OFFICIALS RELATIVE TO THE DEVELOPMENT OF THE INITIATIVE. IN ADDITION TO THE LEADERSHIP PROVIDED BY HUD, STAFF MEMBERS OF THE FEDERAL INTERAGENCY COUNCIL ON THE HOMELESS ALSO WERE PARTICULARLY INSTRUMENTAL IN BRINGING THE PLAN FOR THE D.C. INITIATIVE TO FRUITION. AMONG THE NUMEROUS AREAS OF ASSISTANCE PROVIDED, STAFF MEMBERS ESPECIALLY WERE HELPFUL AS CATALYSTS FOR ACCESS TO KEY AGENCIES, SUCH AS THE DEPARTMENT OF VETERANS AFFAIRS, THE FEDERAL EMERGENCY MANAGEMENT ADMINISTRATION, ACTION/VISTA AND THE DEPARTMENT OF HEALTH AND HUMAN SERVICES.

ON SEPTEMBER 15, 1993, THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD) AND THE DISTRICT ANNOUNCED COMPLETION OF THE D.C. INITIATIVE PLAN ENTITLED "WORKING TOGETHER TO SOLVE HOMELESSNESS". HUD HAS COMMITTED TO PROVIDE \$20 MILLION OVER THE NEXT 3-YEARS TOWARD IMPLEMENTATION OF THE PLAN. SEVEN MILLION WILL BE PROVIDED IN THE FIRST YEAR, \$7 MILLION IN THE SECOND YEAR AND \$6 MILLION IN THE THIRD YEAR. AN ESSENTIAL TENET OF THE PLAN IS THAT

HOMELESSNESS CAN BE SOLVED ONLY BY CREATING AND IMPLEMENTING A "CONTINUUM OF CARE" THAT ADDRESSES THE ROOT CONDITIONS UNDERLYING HOMELESSNESS. PRINCIPAL ELEMENTS OF THE PLAN INCLUDE:

- REPLACING THE CURRENT SYSTEM OF "SHELTERS" WITH A SYSTEM THAT DISTINGUISHES BETWEEN THE DIFFERENT SUBPOPULATIONS OF HOMELESS FAMILIES AND INDIVIDUALS, AND EMPLOYING A CONTINUUM OF CARE MODEL THAT CONSISTS OF (1) COMPREHENSIVE OUTREACH AND ASSESSMENT, (2) TRANSITIONAL REHABILITATIVE SERVICES, AND (3) SUPPORTIVE PERMANENT HOUSING DESIGNED AROUND THE SPECIFIC, INDIVIDUAL NEEDS OF HOMELESS FAMILIES AND INDIVIDUALS. THE SYSTEM INCLUDES STRENGTHENING EFFORTS TO PREVENT HOMELESSNESS.
- STREAMLINING EXISTING GOVERNMENT EFFORTS AND ESTABLISHING A NEW PUBLIC/PRIVATE ENTITY TO COORDINATE AND FINANCE THE IMPLEMENTATION OF THE NEW HOMELESS ASSISTANCE SYSTEM.
- A SOCIAL CONTRACT PURSUANT TO WHICH THE GOVERNMENT PROVIDES SERVICES TO HOMELESS PERSONS IN NEED, AND THE INDIVIDUAL AND FAMILY PARTICIPATES IN AN EFFORT TO GAIN INDEPENDENT LIVING SKILLS AND AVAIL THEMSELVES OF SERVICES AND HOUSING OFFERED TO THEM.
- ENDING THE USE OF PUBLIC SPACE BY HOMELESS PERSONS AS RESIDENCES OF LAST RESORT THROUGH A SENSITIVE PROGRAM OF OUTREACH AND CARE.
- INCREASING THE AVAILABILITY OF AFFORDABLE HOUSING FOR LOW-INCOME DISTRICT RESIDENTS AND DEVELOPING AN EQUITABLE AND EFFECTIVE MEANS, OUTSIDE OF THE HOMELESS SYSTEM, FOR DISTRIBUTING AFFORDABLE HOUSING OPPORTUNITIES.

RESPONSIBILITY FOR IMPLEMENTATION AND COORDINATION OF THE PLAN HAS BEEN DELEGATED TO THE DISTRICT'S INTER-AGENCY COUNCIL ON

HOMELESSNESS FOR WHICH I, AS DIRECTOR OF HUMAN SERVICES, SERVE AS CHAIRPERSON. OUR INTER-AGENCY COUNCIL INCLUDES ALL AGENCIES THAT DIRECTLY OR INDIRECTLY PROVIDE SERVICES TO PEOPLE WHO ARE HOMELESS INCLUDING THE:

- o DEPARTMENT OF HUMAN SERVICES;
- o DEPARTMENT OF PUBLIC AND ASSISTED HOUSING;
- o DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT;
- o DEPARTMENT OF EMPLOYMENT SERVICES;
- o DEPARTMENT OF PUBLIC WORKS;
- o OFFICE OF AGING;
- o CHIEF FINANCIAL OFFICER;
- o OFFICE OF THE CITY ADMINISTRATOR;
- o MAYOR'S OFFICE OF POLICY AND EVALUATION;
- o D.C. PUBLIC SCHOOLS; AND
- o CORPORATION COUNSEL

THESE KEY DISTRICT AGENCIES HAVE BEEN JOINED BY REPRESENTATIVES OF THE FEDERAL INTERAGENCY COUNCIL ON HOMELESSNESS AND OFFICIALS OF HUD AND ITS WASHINGTON, D.C. FIELD OFFICE, WHOSE ASSISTANCE TO THE DISTRICT GOVERNMENT ON THIS AND ENUMERABLE OTHER HOMELESS AND HOUSING ISSUES HAS BEEN INVALUABLE.

TO ENSURE NO LOSS IN MOMENTUM, OUR INTERAGENCY COUNCIL MEETS BI-WEEKLY AND HAS BEEN ORGANIZED INTO EIGHT TASK FORCES REFLECTIVE OF THE FOLLOWING ESSENTIAL ELEMENTS OF THE PLAN:

- o INTAKE/ASSESSMENT;
- o OUTREACH;
- o HOUSING;
- o PREVENTION;
- o EMPLOYMENT AND TRAINING;
- o THE ENTITY;
- o FINANCING; AND
- o COMMUNICATIONS.

EACH TASK FORCE HAS DEVELOPED AN IMPLEMENTATION PLAN AND TIMETABLE FOR ITS AREA OF RESPONSIBILITY AND, EVEN THOUGH THE REFORM ENVISIONED WILL UNFOLD OVER A PERIOD OF 2-3 YEARS, THE FOLLOWING ELEMENTS WILL BE OPERATIONAL IN THE NEXT THREE MONTHS:

- o EXPANDED HYPOTHERMIA OUTREACH RESPONSE;
- o TWO DROP-IN CENTERS;
- o THE CONVERSION OF A PORTION OF THE BLAIR SHELTER TO TRANSITIONAL BEDS;
- o IMPLEMENTATION OF A PILOT EMPLOYMENT AND TRAINING PROJECT; AND
- o THE DEVELOPMENT OF A 50-BED FACILITY FOR HOMELESS SINGLES WITH SUBSTANCE ABUSE PROBLEMS.

THE PLAN WILL BE FINANCED FROM MULTIPLE SOURCES, INCLUDING THE REDEPLOYMENT OF DISTRICT RESOURCES, PRIVATE SECTOR COMMITMENTS AND FUNDING FROM HUD. THE DISTRICT GOVERNMENT, HUD, AND THE FEDERAL INTERAGENCY COUNCIL ARE EVALUATING THE FEASIBILITY OF USING A PORTION OF THE \$20 MILLION IN HUD FUNDING TO LEVERAGE PRIVATE CAPITAL TO FINANCE LOW-COST CONSTRUCTION OF HOUSING UNITS AND SOCIAL SERVICE DELIVERY SYSTEMS. HUD HAS REQUIRED THE ESTABLISHMENT OF THE ENTITY AS A CONDITION TO PROVIDING FUNDING.

THE GREATEST PORTION OF THE TASK OF OUR INTERAGENCY COUNCIL IS STILL AHEAD OF US. WE MUST:

- o DETERMINE THE NATURE AND SCOPE OF APPROVAL REQUIRED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA TO IMPLEMENT THE INITIATIVE;
- o DEFINE THE TYPES AND RANGE OF SERVICES THAT WILL BE PROVIDED UNDER THE INITIATIVE, AS WELL AS THE PROCESS AND CRITERIA FOR SELECTING THE ENTITIES THAT WILL PROVIDE THE SERVICES;
- o CLARIFY THE ESTABLISHMENT, GOVERNANCE, AND MISSION OF THE



"ENTITY", AS WELL AS THE NATURE AND SCOPE OF ITS AUTHORITY AS A FINANCING AGENCY; AND

○ CLARIFY THE USE OF THE \$7 MILLION THAT WE ARE TO RECEIVE IN THE FIRST YEAR OF THE INITIATIVE.

WHILE THE PLAN ESTABLISHES A BLUEPRINT FOR ACTION, THE SHEER ENORMITY OF THIS UNDERTAKING NECESSARILY MAKES THIS A FLUID PROCESS. THUS, AS IMPLEMENTATION UNFOLDS, WE EXPECT THERE TO BE REFINEMENTS IN THE PLAN.

WE CANNOT OVERSTATE THE EXTENT TO WHICH FEDERAL SUPPORT IS CRITICAL TO THE SUCCESS OF THE MODEL, IN THE DISTRICT AND NATIONWIDE.

- FEDERAL FUNDS ARE NEEDED TO UNDERGIRD THE EXISTING SOCIAL SERVICE SYSTEM WITH SPECIAL SERVICES THAT ARE RESPONSIVE TO THE UNIQUE NEEDS AND CIRCUMSTANCES OF HOMELESS PERSONS;
- FEDERAL TECHNICAL ASSISTANCE IS NEEDED TO IDENTIFY WAYS TO MAXIMIZE THE USE OF FEDERAL AND LOCAL FUNDS FOR HOMELESS PROGRAMS;
- FLEXIBILITY TO USE FEDERAL FUNDS FROM ONE SOURCE TO ADDRESS THE MULTIPLE CAUSES OF HOMELESSNESS IS CRITICAL; AND
- AN INCREASE IN FEDERAL HOUSING SUBSIDIES IS NEEDED FOR THE DEVELOPMENT OF TRANSITIONAL AND PERMANENT HOUSING FOR LOW INCOME PERSONS.

THE DISTRICT GOVERNMENT IS COMMITTED TO ENDING HOMELESSNESS, BUT WE BELIEVE THAT HOMELESSNESS IS A NATIONAL ISSUE THAT MUST BE ADDRESSED COLLABORATIVELY BY THE FEDERAL AND LOCAL GOVERNMENTS, NON-PROFIT AND CHARITABLE ORGANIZATIONS, THE BUSINESS AND FINANCIAL

COMMUNITIES AND HOMELESS PERSONS. WE WELCOME THE OPPORTUNITY TO BE THE FIRST LOCAL GOVERNMENT TO PARTICIPATE IN SUCH A COLLABORATIVE EFFORT AND LOOK FORWARD TO WORKING WITH THE FEDERAL GOVERNMENT TO MAKE THE CONCEPT OF "CONTINUUM OF CARE" A REALITY.

THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY. WE WOULD BE PLEASED TO RESPOND TO ANY QUESTIONS THAT YOU MAY HAVE.

October 26, 1993, hearing held by the  
Subcommittee on Housing and Community Development,  
entitled "Interagency Council on the Homeless and the  
District of Columbia Homeless Initiative"

QUESTIONS FROM CHAIRMAN HENRY B. GONZALEZ TO  
MR. VINCENT C. GRAY

1. HOW MANY UNITS OF HOUSING FOR THE HOMELESS WILL BE PROVIDED ON EITHER A SHORT TERM AND/OR LONG TERM BASIS UNDER THE DISTRICT OF COLUMBIA HOMELESS INITIATIVE?
2. OF THE \$20 MILLION THAT HAS BEEN PROMISED BY HUD, FOR THIS INITIATIVE, WHAT PERCENTAGE OF THESE FUNDS WILL BE DEVOTED FOR HOUSING RELATED EXPENSES VERSUS SOCIAL SERVICE RELATED EXPENSES?

3. TO WHAT EXTENT IS THE FUNDING PROVIDED UNDER THIS INITIATIVE GOING TO REPLACE EXISTING HOMELESS FUNDING FROM OTHER SOURCES?  
  
WILL ALL OF THE FUNDING BE SUPPLEMENTAL TO THE DISTRICT'S EXISTING EFFORTS TO ASSIST HOMELESS PERSONS?

4. I'M VERY CONCERNED ABOUT THE INVOLUNTARY REMOVAL OF HOMELESS PERSONS "AGAINST THEIR WILL" FROM THE STREETS OF THE DISTRICT OF COLUMBIA. THIS ISSUE WAS RAISED WHEN THE INITIATIVE WAS FIRST ANNOUNCED.

WHAT SPECIFICALLY HAS BEEN INCLUDED IN THIS INITIATIVE THAT WOULD CAUSE SUCH ACTIONS TO BE TAKEN BY THE DISTRICT OR ANY OTHER ENTITY ASSOCIATED WITH THIS PROGRAM?

5. IT HAS BEEN REPORTED THAT THE DISTRICT OF COLUMBIA RECENTLY TURNED AWAY APPROXIMATELY \$1 MILLION IN EMERGENCY ASSISTANCE FOR THE HOMELESS.

IS THIS TRUE? IF SO, WHY HAS THE DISTRICT TURNED DOWN VITALLY NEEDED FUNDS TO ASSIST THE HOMELESS OF THE DISTRICT OF COLUMBIA?

6. WHAT PERCENTAGE OF FUNDS OF THE \$20 MILLION WILL BE USED FOR ADMINISTRATIVE ACTIVITIES AND EXPENSES?
7. I AM CONCERNED THAT THE \$20 MILLION WOULD ONLY BE USED ON A SHORT TERM, 2 YEAR BASIS AND NOT ADDRESS THE LONG TERM NEEDS OF THE HOMELESS.

TO WHAT EXTENT IS THE \$20 MILLION DEVOTED TO ADDRESSING THE LONG TERM SOLUTION TO END HOMELESSNESS IN THE DISTRICT OF COLUMBIA?

CAN YOU EXPLAIN HOW THIS DISTRICT OF COLUMBIA INITIATIVE ADDRESSES THE LONG TERM NEEDS OF THE HOMELESS?

October 26, 1993, hearing held by the Subcommittee on Housing and Community Development, entitled "Interagency Council on the Homeless and the District of Columbia Homeless Initiative"

RESPONSES FROM VINCENT C. GRAY, DIRECTOR, DISTRICT OF COLUMBIA DEPARTMENT OF HUMAN SERVICES TO CHAIRMAN HENRY B. GONZALEZ

QUESTION:

1. HOW MANY UNITS OF HOUSING FOR THE HOMELESS WILL BE PROVIDED ON EITHER A SHORT TERM AND/OR LONG TERM BASIS UNDER THE DISTRICT OF COLUMBIA HOMELESS INITIATIVE?

RESPONSE

1. For the first year of the D.C. Homeless Initiative, the goal is to provide:
  - 120 permanent housing units for persons with mental illness
  - Up to 200 transitional housing units for persons with substance abuse problems
  - 50 short-term housing slots for persons undergoing job training
  - A minimum of 25 permanent housing units for persons with AIDS
  - Initiate for second year occupancy 80 units in Single Room Occupancy buildings
  - 250 permanent housing units in public housing for homeless families
  - 50 transitional housing units for homeless families with substance abuse problems
  - 50 transitional or permanent housing units for families under program still to be determined

This totals 475 housing units for single adults and 550 housing units for families in Year 1 or a total of 1,025. The goal for Year 2 is the same number in the same categories, for a total of 2,050 single adults and families over two years, but the District Government anticipates that the experience in Year 1 will significantly influence the goals which can be anticipated in Year 2.

Permanent housing units will be provided for those with mental illness, using District of Columbia funds. The families going into public housing are eligible for permanent housing, as long as they meet the requirements for public housing occupancy. Transitional housing units are planned for those with substance abuse problems, requiring these persons to cover their own housing costs after a transitional period. Transitional housing is also required of those families in the 200 subsidized housing units because the housing money comes from an allocation of HOME funds which may not continue over a longer period.

Note that there are overlaps in the categories. For instance, some of those with substance abuse problems may be also mentally ill or have AIDS. The District of Columbia has been awarded \$7,841,000 over five years for a Shelter Plus Care grant for homeless persons who are dually (or triply) diagnosed with a combination of mental illness, substance abuse, or AIDS.

QUESTION:

2. OF THE \$20 MILLION THAT HAS BEEN PROMISED BY HUD, FOR THIS INITIATIVE, WHAT PERCENTAGE OF THESE FUNDS WILL BE DEVOTED FOR HOUSING RELATED EXPENSES **VERSUS** SOCIAL SERVICE RELATED EXPENSES?

RESPONSE:

2. It is impossible to answer this question until the Memorandum of Understanding between HUD and the Government of the District of Columbia is signed and an operating plan has been developed by the Community Partnership for the Prevention of Homeless, Inc., the entity that will receive the \$20 million. Under the District's recommended plan, D.C. Homeless Initiative funds would be used for implementation for housing those with substance abuse problems, for incentives to create SRO's and other private affordable housing, for housing for persons with AIDS, and for temporary housing for those in employment training. Services would require a larger percentage than housing costs, assuming that housing is provided in the Department of Human Services' budget for mental health services, under public housing, and with HOME funds.

The Shelter Plus Care grant will provide housing but the services will be provided by private, non-profit vendors under contract with the District Government, and not with D.C. Homeless Initiative funds.

QUESTION:

3. TO WHAT EXTENT IS THE FUNDING PROVIDED UNDER THIS INITIATIVE GOING TO REPLACE EXISTING HOMELESS FUNDING FROM OTHER SOURCES?

WILL ALL OF THE FUNDING BE SUPPLEMENTAL TO THE DISTRICT'S EXISTING EFFORTS TO ASSIST HOMELESS PERSONS?

RESPONSE:

3. The District has committed to a maintenance of effort comparable to the Fiscal Year 1994 Revised Appropriated Budget for the Department of Human Services' Office of Emergency Shelter and Support Services. Consequently, none of the funding provided under the Initiative will supplant funding provided by the District of Columbia during the operations of the Initiative.

QUESTION:

4. I'M VERY CONCERNED ABOUT THE INVOLUNTARY REMOVAL OF HOMELESS PERSONS "AGAINST THEIR WILL" FROM THE STREETS OF THE DISTRICT OF COLUMBIA. THIS ISSUE WAS RAISED WHEN THE INITIATIVE WAS FIRST ANNOUNCED.

WHAT SPECIFICALLY HAS BEEN INCLUDED IN THIS INITIATIVE THAT WOULD CAUSE SUCH ACTIONS TO BE TAKEN BY THE DISTRICT OR ANY OTHER ENTITY ASSOCIATED WITH THIS PROGRAM?

RESPONSE:

4. There have been no changes in the District's involuntary commitment law (Ervin Act). The standard for involuntary hospitalization remains the same.

The District of Columbia is well aware of the delicate balance between the rights of the individual and the rights of the community. For example, to what extent and in what locations will persons be allowed to panhandle, whether or not they are homeless? We are also well aware of the balance between an individual's right to remain on the streets and society's justifiable concern about the safety and health of an individual who is homeless. For example, a person with mental illness and a substance abuse problem and diabetes may choose to remain on the street, but our case managers recognize that his or her health is deteriorating noticeably. When is



involuntary commitment justified? That is a difficult question. We will abide by the laws, and we have taken no actions under the D.C. Homeless Initiative regarding involuntary removal that we would not have taken before the Initiative was announced.

QUESTION:

5. IT HAS BEEN REPORTED THAT THE DISTRICT OF COLUMBIA RECENTLY TURNED AWAY APPROXIMATELY \$1 MILLION IN EMERGENCY ASSISTANCE FOR THE HOMELESS.

IS THIS TRUE? IF SO, WHY HAS THE DISTRICT TURNED DOWN VITALLY NEEDED FUNDS TO ASSIST THE HOMELESS OF THE DISTRICT OF COLUMBIA?

RESPONSE:

5. In the course of litigation concerning the District's family shelter program, plaintiffs had argued that participation in the Emergency Assistance program required the District government to provide shelter on demand. Plaintiffs made this argument even though District residents voted in November, 1990, to stop the provision of shelter on demand. Therefore, in order to ensure that the will of the people was upheld, the government elected to withdraw from the Emergency Assistance program. If the District had remained in the Emergency Assistance program, and the Court agreed with plaintiffs, the District would have been required to spend an additional \$5 million. In spite of this great cost, the District would have only earned approximately \$1 million in reimbursement.

QUESTION:

6. WHAT PERCENTAGE OF THE FUNDS OF THE \$20 MILLION WILL BE USED FOR ADMINISTRATIVE ACTIVITIES AND EXPENSES?

RESPONSE:

6. As the Department of Housing and Urban Development (HUD) and the District of Columbia government are currently engaged in final negotiation of the terms of a Memorandum of Understanding that will govern implementation of the D.C. Homeless Initiative, this question cannot be answered, at this time.

QUESTION:

7. I AM CONCERNED THAT THE \$20 MILLION WOULD ONLY BE USED ON A SHORT TERM, 2 YEAR BASIS AND NOT ADDRESS THE LONG TERM NEEDS OF THE HOMELESS.

TO WHAT EXTENT IS THE \$20 MILLION DEVOTED TO ADDRESSING THE LONG TERM SOLUTION TO END HOMELESSNESS IN THE DISTRICT OF COLUMBIA?

CAN YOU EXPLAIN HOW THIS DISTRICT OF COLUMBIA INITIATIVE ADDRESSES THE LONG TERM NEEDS OF THE HOMELESS?

RESPONSE:

7. The goal of the D.C. Homeless Initiative is to shift the focus from provision of emergency or overnight care towards long-term commitments and programs to prevent homelessness.

The \$20 million will be used to create a "continuum of care model" that consists of comprehensive outreach and assessment, transitional rehabilitative services, and supportive permanent housing designed around the specific, individual needs of homeless families and individuals. The system includes strengthening efforts to prevent homelessness.

A part of the strategy we have been working to develop in the Interagency Homeless Coordinating Council (IAHCC), which includes shelter providers as well as persons who are homeless, is what is to happen after the specified three year period of the D.C. Homeless Initiative. We are also looking to leverage additional dollars to allow us to deal more effectively with issues such as prevention and follow-up services.

## QUESTIONS FOR

VINCENT GRAY, Director, Department of Human Services and  
Chairperson, District of Columbia Interagency Homeless  
Coordinating Council

Hearing on the "Interagency Council on the Homeless and the District of Columbia Homeless Initiative."

Tuesday, October 26, 1993

Submitted by Representative Roukema

1. The D.C. Homeless Initiative will be administered and implemented by a new entity. What prevents this entity becoming just another layer of D.C. bureaucracy?

The entity has been described as a public/private entity which will embrace entrepreneurial principles. Of the seven corners identified in the Initiative, what private organizations, nonprofits, and community organizations have been tapped to participate as members of this entity?

Will the entity have the authority to monitor and oversee private contractors to ensure the contract is being carried-out and services are being provided to homeless families and individuals?

2. Currently, both the Department of Public and Assisted Housing and the Department of Human Services are operating under court orders because they have failed to provide essential services. Do these departments have the capacity to carry out the essential role they have been asked to play in the initiative?

For example, does the Office of Emergency Services know how many facilities provide for homeless individuals and families?

How many beds exist for homeless people?

What types of services are provided at these facilities?

What is the cost of these services?

Do you know whether the private organizations currently under contract to provide services for homeless families are actually doing so? For example, explain the Anchor contract provisions. Is the contractor meeting its obligations under the contract?

3. The Initiative states that the benchmarks for measuring success will be whether 2050 people are provided with transitional housing and whether the \$20 million is spent over two years. The Initiative, however, plans on offering in-depth, comprehensive services. Shouldn't the performance of the service providers be evaluated as well?

4. On page ten of your testimony you indicate that HUD, the Interagency Council and the District of Columbia are studying the feasibility of using a portion of the \$20 million to leverage private capital to finance low-cost construction. Why can't existing housing programs be used for this purpose?

For example, this committee just authorized a new pension fund demonstration program. Moreover, I understand that the D.C. government has vast number of vacant public housing units which also could be utilized.

5. You indicate that over the past five years the District government has spent \$100 million in local and federal funds to meet the needs of homeless families and individuals. This is a large sum of money. Why are there still chronic problems with homelessness in the District?

RESPONSES FROM VINCENT C. GRAY, DIRECTOR, DISTRICT OF COLUMBIA  
DEPARTMENT OF HUMAN SERVICES, TO REPRESENTATIVE ROUKEMA

QUESTION:

- 1A. THE D.C. HOMELESS INITIATIVE WILL BE ADMINISTERED AND IMPLEMENTED BY A NEW ENTITY. WHAT PREVENTS THIS ENTITY BECOMING JUST ANOTHER LAYER OF D.C. BUREAUCRACY?

RESPONSE:

- 1A. The Board structure of the proposed entity (The Community Partnership for the Prevention of Homelessness, Inc.) is currently comprised of four interest groups who are represented equally. Only one quarter of the Governing Board of the proposed Entity is District government representation. The corporate sector, non-profit service providers and community representatives, therefore, each has equal representation. The reason an entity outside of the District Government was chosen was to be able to overcome any potential barriers associated with government implementation of the Initiative.

QUESTION:

- 1B. THE ENTITY HAS BEEN DESCRIBED AS A PUBLIC/PRIVATE ENTITY WHICH WILL EMBRACE ENTREPRENEURIAL PRINCIPLES. OF THE SEVEN CORNERS IDENTIFIED IN THE INITIATIVE, WHAT PRIVATE ORGANIZATIONS, NONPROFITS, AND COMMUNITY ORGANIZATIONS HAVE BEEN TAPPED TO PARTICIPATE AS MEMBERS OF THIS ENTITY?

RESPONSE:

- 1B. While no organizations have been selected at this point, positive input has been received from the Washington Regional Association of Grant Makers, the Coalition of Non-Profit Housing Developers, the Coalition of Homeless and Housing Organizations, Advisory Neighborhood Commission, Civic and

Citizens Associations, the Council of the District of Columbia, the Greater Washington Research Center, and the Council of Churches, to mention a few.

The proposed Entity: The Community Partnership for the Prevention of Homelessness, has been working side by side with community residents, homeless providers and neighborhoods of the District since 1989.

QUESTION:

- IC. WILL THE ENTITY HAVE THE AUTHORITY TO MONITOR AND OVERSEE PRIVATE CONTRACTORS TO ENSURE THE CONTRACT IS BEING CARRIED-OUT AND SERVICES ARE BEING PROVIDED TO HOMELESS FAMILIES AND INDIVIDUALS?

RESPONSE:

- IC. Among the functions to be assigned to the Entity are the contracting for services and the related planning, monitoring and evaluation.

QUESTION:

- 2A. CURRENTLY, BOTH THE DEPARTMENT OF PUBLIC AND ASSISTED HOUSING AND THE DEPARTMENT OF HUMAN SERVICES ARE OPERATING UNDER COURT ORDERS BECAUSED THEY HAVE FAILED TO PROVIDE ESSENTIAL SERVICES. DO THESE DEPARTMENTS HAVE THE CAPACITY TO CARRY OUT THE ESSENTIAL ROLE THEY HAVE BEEN ASKED TO PLAY IN THE INITIATIVE?

RESPONSE:

- 2A. Yes. The Department of Public and Assisted Housing and the Department of Human Services are committed to carry out the essential roles they have been asked to play in the implementation of the D.C. Homeless Initiative. Furthermore, it should be noted that the Department of Human Services currently is not operating under any court orders relating to the failure to provide essential services to people who are homeless. The Atchison and Fountain decrees were vacated in the initial year of the Kelly Administration.



QUESTION:

- 2B. FOR EXAMPLE, DOES THE OFFICE OF EMERGENCY SERVICES KNOW HOW MANY FACILITIES PROVIDE FOR HOMELESS INDIVIDUALS AND FAMILIES?

RESPONSE:

- 2B. The Office of Emergency Shelter and Support Services (OESSS) procures the following shelter facilities for homeless individuals and families:
- 202 slots for homeless women
  - 1,074 slots for homeless men
  - 28 slots for battered women and dependents
  - 187 apartments for homeless families
  - 275 slots for homeless men and women during hypothermia season
  - 50 hotel rooms and meals for homeless families
  - 250 case management slots for homeless families
  - provides 300 temporary emergency apartments for families who are homeless through the Department of Public and Assisted Housing

QUESTION:

- 2C. HOW MANY BEDS EXIST FOR HOMELESS PEOPLE?

RESPONSE:

- 2C. See response above for 2B.

QUESTION:

- 2D. WHAT TYPES OF SERVICES ARE PROVIDED AT THESE FACILITIES?

RESPONSE:

- 2D. The types of services provided at these facilities include:
- housing and shelter
  - assessment/case planning
  - housing counseling and referrals
  - employment counseling and referrals

- parenting training
- crisis intervention
- life skills training
- medical assistance
- referrals for medical assistance
- referrals for legal assistance
- child care referrals
- escrow savings
- substance abuse treatment services or referral
- referrals for domestic violence
- implementation of a Hypothermia Hotline and program  
(November 1 through March 31)

QUESTION:

- 2E. WHAT IS THE COST OF THESE SERVICES?

RESPONSE:

- 2E. The Department of Human Services has budgeted \$14.8 million in Fiscal Year 1994 for these services.

QUESTION:

- 2F. DO YOU KNOW WHETHER THE PRIVATE ORGANIZATIONS CURRENTLY UNDER CONTRACT TO PROVIDE SERVICES FOR HOMELESS FAMILIES ARE ACTUALLY DOING SO?

RESPONSE:

- 2F. Yes. The Department of Human Services regularly monitors vendors under contract to ensure that services are being provided in an appropriate manner and in accordance with the contract.

QUESTION:

- 2G. FOR EXAMPLE, EXPLAIN THE ANCHOR CONTRACT PROVISIONS. IS THE CONTRACTOR MEETING ITS OBLIGATIONS UNDER THE CONTRACT?

RESPONSE:

- 2G. Anchor Development has the capacity to deliver 300 temporary apartments for homeless families. This contract

authorizes maintenance and repair; security guard services; property management services; and, furniture for 300 homeless families.

QUESTION:

3. THE INITIATIVE STATES THAT THE BENCHMARKS FOR MEASURING SUCCESS WILL BE WHETHER 2050 PEOPLE ARE PROVIDED WITH TRANSITIONAL HOUSING AND WHETHER THE \$20 MILLION IS SPENT OVER TWO YEARS. THE INITIATIVE, HOWEVER, PLANS ON OFFERING IN-DEPTH, COMPREHENSIVE SERVICES. SHOULDN'T THE PERFORMANCE OF THE SERVICE PROVIDERS BE EVALUATED, AS WELL?

RESPONSE:

3. Yes. All service providers will be issued contracts or grants. Their performance will be evaluated based on their accomplishment of the work plans and deliverables outlined in their contracts or grants. The \$20 million is to be spent over three years instead of two years.

QUESTION:

4. ON PAGE 10 OF YOUR TESTIMONY, YOU INDICATE THAT HUD, THE INTERAGENCY COUNCIL AND THE DISTRICT OF COLUMBIA ARE STUDYING THE FEASIBILITY OF USING A PORTION OF THE \$20 MILLION TO LEVERAGE PRIVATE CAPITAL TO FINANCE LOW-COST CONSTRUCTION. WHY CAN'T EXISTING HOUSING PROGRAMS BE USED FOR THIS PURPOSE?

FOR EXAMPLE, THIS COMMITTEE JUST AUTHORIZED A NEW PENSION FUND DEMONSTRATION PROGRAM. MOREOVER, I UNDERSTAND THAT THE D.C. GOVERNMENT HAS VAST NUMBERS OF VACANT PUBLIC HOUSING UNITS WHICH ALSO COULD BE UTILIZED.

RESPONSE:

4. The District has not made a final selection of any one mechanism to create the needed housing for homeless persons as called for in the D.C. Homeless Initiative plan. We are willing to explore whatever makes sense and examine the least costly way of doing it. The notion of

doing pension fund financed housing is a relative newcomer to the market place. If it makes sense to do that, clearly we will do that. But, we must examine all of the possible options to maximize housing opportunities for individuals and families who are homeless. When we have examined our options, we will select those that make sense for the District's own unique needs.

QUESTION:

5. YOU INDICATE THAT OVER THE PAST FIVE YEARS THE DISTRICT GOVERNMENT HAS SPENT \$100 MILLION IN LOCAL AND FEDERAL FUNDS TO MEET THE NEEDS OF HOMELESS FAMILIES AND INDIVIDUALS. THIS IS A LARGE SUM OF MONEY. WHY ARE THERE STILL CHRONIC PROBLEMS WITH HOMELESSNESS IN THE DISTRICT?

RESPONSE:

5. Homelessness is one of the most pressing challenges facing our nation. The District, along with other major American cities, has made extraordinary efforts to provide shelter to the homeless, but it has not solved the problem. Homelessness is not a condition, but an outcome. The causes of homelessness are as diverse as the full range of social and economic problems confronting the most impoverished among us. The unrelenting Federal cutbacks in housing over the past 12 years have made a bad situation worse.

The continued presence of homelessness is difficult for many to understand in light of the fact that national spending for the homeless has been increasing dramatically. We believe that we have been following incomplete approaches to address the homeless problem. Shelter alone is not the answer to homelessness. An honest assessment must be made of the needs of the homeless; and, with that determination, the system must address those needs. We need to break with the past and adopt expanded approaches that address the real problem.

Our D.C. Homeless Initiative, developed in consultation with partners in the private and not-for profit sectors, the Federal and District governments, is that response. It will allow us to move beyond providing emergency shelter to working with homeless families and individuals to assist their development of independent living skills that should facilitate their transition from life on the street and in shelters to independent living and other appropriate living arrangements.

φ We are challenged by the work to be done. The District has a demand for affordable housing that far exceeds the availability of resources. Almost 1,000 homeless persons or families are on the waiting list for public housing and others, on the streets or in shelters, have not applied, or, because of health, require supportive housing rather than public housing.

Existing housing programs are being extensively used in the District, but funds are limited. Last August, the District applied for 600 Section 8 certificates and vouchers but was awarded only 25. The District's successful application for Shelter Plus Care will provide rental subsidies for 222 homeless persons and families, but an additional amount is needed.

Many of HUD's existing housing programs work most efficiently when the tenant has a sufficient income to pay a portion of the capital costs, as well as the operating expenses for the property. Families with incomes of \$10,000 to \$15,000 need subsidies but can pay an important part of the rental costs themselves. Homeless families and individuals, on the other hand, often have incomes of less than \$5,000 a year, plus food stamps. The amount of income that a homeless person can pay for rent barely covers the operating cost and covers none of the capital costs.

A limited amount of Initiative funds will be used to provide leverage for truly low-cost housing, such as Single Room Occupancy buildings. As a rule, non-profits will be rehabilitating existing buildings. Construction from the ground up is unlikely because of the cost.

HENRY B. GONZALEZ  
20TH DISTRICT - TEXAS

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8-124 FEDERAL BUILDING  
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210-229-6195

**Congress of the United States**  
**House of Representatives**  
**Washington, DC 20515-4320**

COMMITTEE  
BANKING, FINANCE AND  
URBAN AFFAIRS  
CHAIRMAN

SUBCOMMITTEES  
HOUSING AND COMMUNITY DEVELOPMENT  
CHAIRMAN

CONSUMER CREDIT AND INSURANCE  
INTERNATIONAL DEVELOPMENT, FINANCE,  
TRADE, AND MONETARY POLICY

September 21, 1993

FILE REF

B04BHSG  
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The Honorable Henry Cisneros  
Secretary  
U.S. Department of Housing and Urban Development  
451 Seventh St., S.W.  
Washington, D.C. 20410-0001

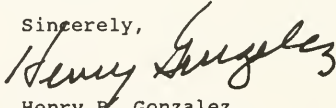
Dear Mr. Secretary:

The front page story in this morning's Washington Post "HUD Targets Homeless in District", by DeNeen L. Brown, reports your allocation of \$20 million committed to the District for a "pilot program".

This is good news in view of the District's chaotic state of affairs insofar as "homelessness" is concerned. But the story also contains rather ominous references to "possible involuntary commitment of some mentally ill homeless people and the use of police officers to move homeless people off the streets"; "The D.C. Initiative will call for a sustained effort to get people off the streets and into appropriate service programs"; and, further, "Before the program could begin, the D.C. Council would have to approve a new homeless agency to carry it out." Some of this - enough, let me say - is most repugnant to me. You are envisioning an institutionalization of bureaucracy and police state or garrison environment that has never been the Congressional intent.

As a matter of fact, I'll remind you of the Housing Subcommittee hearing held on Friday, April 23rd at the 2nd Street Shelter, which you and others were so gracious to attend, which clearly revealed where much could be done to reduce the "emergency shelter" population by just coordinating and synchronizing the existing assisted housing programs. If you - and others - had remained to the completion of the hearing (about 3:45pm) you would have found out the shelter provides only one meal a day; it has persons who are there because they could not find accommodations in the District's elderly housing; and many who have been at this "emergency" shelter for as long as two to four years. Nevertheless, please be so kind as to have an appropriate HUD staffer meet with the Subcommittee staff to provide the details as soon as possible.

Sincerely,



Henry B. Gonzalez  
Member of Congress

cc: John Vanlencia, Staff Director, Housing Subcommittee

Enclosure



WASHINGTON POST, Tuesday, Sept. 21, 1993, P. A1

# HUD Targets Homelessness In District

## \$20 Million Committed To Pilot Program in City

By DeNeen L. Brown  
Washington Post Staff Writer

The federal government promised yesterday to give the District \$20 million to help eliminate homelessness by providing permanent housing, medical treatment and job training while, in some cases, using police officers to "encourage reluctant homeless persons living on the streets" to go to shelters.

Officials of the Department of Housing and Urban Development said the \$20 million would be given to the District, with no strings attached, over the next two years to finance the D.C. Homeless Initiative. The District spent \$23.6 million on shelter programs in the last fiscal year, including \$1.4 million in federal money.

HUD Secretary Henry G. Cisneros said the initiative, designed by federal officials, D.C. officials and advocates for the homeless, would shift the focus of the city's efforts from providing emergency shelter to preventing needy people from becoming homeless and helping others escape homelessness permanently. By 1995, more than 2,050 individuals and families in the District would receive permanent housing, treatment or job training, according to the plan.

The initiative won some praise from advocates for the homeless, but they questioned whether the funding is adequate and expressed concern about provisions for the possible involuntary commitment of some mentally ill homeless people and the use of police officers to move homeless people off the streets.

"The D.C. Initiative will call for a sustained effort to get people off the streets and into appropriate service programs, returning the District's parks, streets, and other public areas to their intended use," the implementation plan said. "With transitional services available, it will no longer be necessary for homeless persons to live in public spaces."

Before the program could begin, the D.C. Council would have to approve a new homeless agency to carry it out.

At a news conference at HUD headquarters yesterday, Cisneros said that if the program worked in the District, it would become a model for use in other cities across the country that are dealing with thousands of people on their streets.

"Why [start with] the District? Because this is the nation's capital," Cisneros said. "American people look to the District. . . . When homelessness exists at this level in the nation's capital, it deserves special attention."

Cisneros said he went out one night recently and found a pregnant woman sleeping on the lawn of the Justice Department, which he said was a symbol of injustice. He saw another woman sleeping on the steps of the Treasury Department, which he said was ironic because the building is a symbol of the nation's wealth.

He said that in the next 60 to 90 days, he would begin to identify other cities where the program might be tried.

The program calls for D.C. Mayor Sharon Pratt Kelly to work with the D.C. Council to create a "public-private entity" that would coordinate and finance the city's new system to help the homeless. The agency would contract with non-profit groups to provide housing services and disburse money.

HUD would give the District \$20 million in three payments over two years without requiring the city to provide shelter for everyone who seeks it. The District, which the mayor said has no money to match the federal dollars, would not be required to contribute money to the initiative, Cisneros said. The program, he said, should be running by January.

Vada Manager, the mayor's press secretary, said Kelly supports the initiative. "She has said the funding would be enough to help us make some progress in this area," Manager said.

"There is a lot of potential for

good things and a lot of potential for damaging things," said Joan Alker, assistant director of the National Coalition for the Homeless. "What concerns me is this: They say in [the implementation plan] if outreach teams requested, they may have police come and encourage reluctant homeless persons living on the street to accompany a team to an assessment center."

Carol Fennelly, a member of the Community for Creative Non-Violence, said the report is a good start and is different from reports that were not backed up with money.

But Fennelly also said she is concerned about moving homeless people off the streets. "There are certain activities that are unconstitutional and illegal. We don't support the entire report," she said, referring to the implementation plan. "Outreach workers are needed, not police officers, to take people where they need to go."

Maria Foscarinis, director of the National Law Center on Homelessness and Poverty, said she believes that the initiative's goals are good but the measures outlined to meet those goals are inadequate.

"Take the proposal to create 50 job-training slots in the first year," Foscarinis said. "That is a terribly meager number and clearly inadequate to meet the need. . . . There are 10 to 15 thousand homeless people in the District. A conservative estimate is 25 percent now work. So 50 slots is just a drop in the bucket."



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**Congress of the United States**  
**House of Representatives**  
**Washington, DC 20515**

October 21, 1993

Dear Member of the Interagency Council on the Homeless:

As Members of the Speaker's Task Force on Homelessness, we are writing to encourage you to fully cooperate, support and maintain an interagency effort in the form of a homeless council, a task force or an otherwise appropriate body until such time as a council can be redesigned and funding assured.

We supported the continuation of funding for the Interagency Council on the Homeless (ICH) and recognize that the termination of explicit funding for the ICH, as authorized by the Stewart B. McKinney Act since 1987, could be a set-back for federal programs for the homeless and for the federal plan that you have been ordered by the President to provide.

We would like to recommend, to the extent you are able, that you detail and/or designate staff for an interagency effort to promote continued communication and coordination between federal agencies and departments. Notwithstanding the VA/HUD Conference Agreement's directive to HUD to assume the responsibilities of the ICH, a group of agency detailees/designees so formulated under the auspices of or at the direction of the Executive Office of the President would assure a higher priority for the needed interagency efforts.

We look forward to a continued dialogue on this matter and to working with you in the future on federal policies to prevent homelessness and assist persons in our country who are homeless.

Sincerely,

Bruce Bents

Henry B. Hughes

Neil Reynolds

Lane Evans

St. Kennedy

Barney Link



# THE *Miss America Organization*

A SCHOLARSHIP PROGRAM

October 25, 1993

The Honorable Henry B. Gonzalez  
Chairman  
Subcommittee on Housing and Community Development of  
the Committee on Banking, Finance and Urban Affairs  
United States House of Representatives  
2413 Rayburn House Office Building  
Washington, D.C. 20515

Attn: John Valencia, Staff Director

Dear Chairman Gonzalez:

It was with great interest that I learned of Tuesday's hearing regarding the Interagency Council on the Homeless and the District of Columbia's Homeless Initiative. Since being selected as Miss America 1994 in September, I have been following both subjects closely, while traveling throughout this country speaking out on behalf of the plight of the homeless.

As you consider the testimony and review the documents that will be submitted for your subcommittee review on Tuesday, I urge you to consider the needs of homeless families and children in America, the most silent of all homeless victims.

As I'm sure you're aware, homeless families and children are the fastest growing segment of the homeless population in our country, currently accounting for 32% of all homeless on our streets. Yet the many short-term and emergency services to feed, clothe and house them often overlook their most basic needs. Consider that 41% of shelter operators in our country report that they must break families apart in order to keep them within the shelter system. And, 50% of these families' children (60% of whom are under age 6) possess documented psychosocial problems.

I urge you and the members of your subcommittee to advocate long-term solutions that prevent homelessness in our country, with a special focus on the mothers, fathers and children who desperately want to break the cycle they exist in today.

My very best personal regards for your continued success.

Sincerely yours,

Kimberly C. Aiken  
Miss America 1994

cc: The Honorable James Clyburn

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